File Neighbors Inc

10th ANNUAL REPORT - 1968

WEST MT. AIRY NEIGHBORS, INC.
7139 Cresheim Road
Philadelphia, Pa. 19119

WEST MT. AIRY NEIGHBORS

1968 Annual Report

Eleven years ago, in 1958, West Mt. Airy Neighbors (WMAN) was formed to provide a means by which residents of the West Mt. Airy section of Philadelphia could work to make theirs a better community. In those eleven years, and in 1968 alone, much has been done toward this end.

But -- 1969 and the decade ahead will probably be significantly different. Even now WMAN's priorities are being re-ordered, its goals reconsidered and its purposes re-thought. For the nation and our community, 1968 was a year for a look inward and thoughts about new directions while we were going about our business:

ZONING, LAND USE, HOUSING, REAL ESTATE

------ Zoning changes were supported or opposed with a view solely toward improving the community while preventing it from radically changing its tenor. In 9 out of 10 West Mt. Airy cases handled by the Zoning Board in 1968, decisions were consistent with positions taken by WMAN.

------ In housing, WMAN acted as escrow agent at the request of the Neighborhood Renewal Program of the City's Department of Licenses and Inspections. Tenants whose landlords had not made required repairs to rental properties deposited their rents with WMAN for six months. In cases where repairs were not made within the six months period, WMAN returned the funds to the tenants. Five families in two properties in the community made use of WMAN as escrow agent.

------ Adding a new dimension to West Mt. Airy -- with the firm support of WMAN and local residents -- the now vacant Emlen Arms apartment was slated for redevelopment as public housing for the elderly.

------ Determining the extent of open housing in apartment buildings in the community, WMAN began a survey, the results of which should be available in 1969.

------ Real estate agents have, in the main, cooperated with WMAN in their use of ethical real estate practices. However, through reports from its members, WMAN found one instance of an agency soliciting listings with the intent of inciting "panic sales" of homes. And, in the course of the year, there were numerous reports of agencies neglecting to remove SOLD signs after the legal seven day limit. Existing procedures developed over the years were used by WMAN to correct these problems.

FACE TO FACE

------ Face to Face, a series of six Monday evening meetings held in the late fall, gave residents of the area the opportunity for a bare-faced, and sometimes uncomfortable, look at this community. Conducted by Wellsprings Ecumenical Center and billed as a "Confrontation in Black and White", the sessions stirred the minds and emotions of the several hundred who attended. To many the series raised basic questions about the "openness" of racially integrated communities such as this one, and of organizations such as West Mt. Airy Neighbors.

YOUTH SERVICES

------ Helping to provide part-time employment for area youngsters, WMAN continued to run, and this year advertise, its Youth Employment Service (YES), which offered over 200 jobs in 1968.

------ WMAN and Summit Presbyterian Church jointly sponsored a coffee house for area boys and girls which ran successfully every Saturday evening for several months.

------ Across Community Camp, a summer day-camp co-sponsored by WMAN and four other community organizations, enrolled 125 pre-schoolers (25 from each community), for a month of fun and games on the campus of Chestnut Hill Academy.

------ This was also the year which saw the adoption by WMAN of active Cadette, Junior and Brownie Girl Scout troops.

------ The Rap Room (rap=talk), where teenage youngsters met and talked, was the site for a series of meetings last summer between young black members of the community and their parents, and the police of the 14th District -- a meeting to which WMAN was invited. The meetings were aimed at reducing tensions in the area and allowed all participants to air complaints and to try to understand each other's views a little better.

SCHOOLS

------ One vital concern of our area is public schools -- Henry, Houston, Leeds, Lingelbach, Roosevelt and Germantown High. Because they play such a central part in the lives of so many community residents, they are also a major interest of WMAN.

------ During 1968, with the strong support and cooperation of WMAN and other community groups, Houston School got the new library it so desparately needed.

------ In addition to its organizational support, WMAN continued to urge area residents to offer strong individual support and constructive criticism of schools directly to principals and to the district superintendent in order to keep the quality of education in the community's schools high.

MEMBERSHIP

------ A block by block membership drive last May brought 209 new families into WMAN for a total membership of over 1,000 households -- 20% of those living in the community. The membership drive was part of the celebration of WMAN's 10th Anniversary.

------ Other birthday-membership events included a showing of the film "The Jungle", the highly successful House Tour, the Foreign Students Weekend, a mid-summer picnic, etc., etc., etc.

SERVICE TO GROUPS BEYOND WEST MT. AIRY

------ WMAN offered the use of its facilities and the services of its staff to the West Mt. Airy Support Group of the Poor People's Campaign while the Campaign was organizing in Philadelphia.

------ Office equipment and space was used throughout 1968 by other community groups in Mt. Airy to further their programs.

------ The Sharpnack Art Center was started with the assistance of Allens Lane Art Center and WMAN. The Center is being advised on artistic matters by Allens Lane Art Center, but is developing programs to meet the unique needs of the area served by the Sharpnack Civic Association.

------ WMAN's Speakers Bureau continued to be used in 1968, sending speakers to many communities and community groups who were addressing themselves to subjects such as how to fight panic selling and how to introduce interracial housing into all-white areas.

------ Word of WMAN activities reached beyond the Philadelphia area through WMAN mailings to groups and individuals as far away as California.

RAILROAD STATIONS AND CITY SERVICES

------ The Railroad Station Committee reminded Penn Central that it was keeping a watchful eye on physical conditions at Upsal, Carpenter and Allen Lane stations to prevent hazards from developing. The continuing beautification programs provided planters of flowers at each station in spring, and long range planting programs were begun under the leadership of volunteer gardeners.

------ The City, at the strong urging of WMAN, performed many services in our community. Pot holes were filled, NO TRUCK PARKING and STOP signs were erected at many locations, streets were made one way, sewers were cleaned, dozens of abandoned vehicles and other large objects were removed, etc., etc.

------ While small matters all, these and dozens of other city services performed in the community helped keep West Mt. Airy an attractive, safe and pleasant place.

THE FUTURE

------ Some of the accomplishments of WMAN in 1968 were, perhaps, remote and unimportant to you. But you can probably find areas in which you and WMAN share an interest and a concern.

------ In 1969, WMAN wants to improve its services to West Mt. Airy, by helping the community deal honestly and realistically with itself and all of its residents.

------ To do this, WMAN needs the help and advice of every family ... through participation. If you are not already a member, won't you join WMAN now? We'll be happy to send you information.

West Mt. Airy Neighbors
7139 Cresheim Road
Philadelphia, Pa. 19119

Please send me more information about West Mt. Airy Neighbors. I'd like to think about working for the improvement of my community.

NAME _____

ADDRESS _____ ZIPCODE _____

TELEPHONE _____

WEST MT. AIRY NEIGHBORS, INC.
Statement of Cash Receipts and Disbursements
for the year ended 12/31/68

		ACTUAL	BUDGETED
Cash Balance, Jan 1, 1968		$ 700.94	$ 700.94
Cash Receipts:			
Membership Income	$7,382.00		7,000.00
Contributions	350.00		300.00
House Tour - Net	487.21		--------
Magic Show - Net	118.40		--------
Interest - Savings	35.61		40.00
Young Great Society Band Fund	25.00		--------
		8,398.22	
		9,099.16	8,040.94
Cash Disbursements:			
Salary Exec. Dir.	4,680.00		4,680.00
Taxes Withheld	(303.24)		(303.24)
Postage	880.91		565.00
Stationery & Printing	1,068.20		1,070.00
Telephone	142.36		145.00
Installment payments			
Mimeo (1)	100.00		100.00
Ansafone (2)	224.90		225.00
Postage Meter Rental	88.83		90.00
Bank Charges	45.41		40.00
Payroll Taxes	551.86		650.00
Dues & Subscriptions	58.00		195.00
Petty Cash	60.00		80.00
Painting of Office	75.00		---------
Sundry Expenses	98.87		100.00
Uniform Fund	--------		60.00
		7,771.10	
			7.696.76
Cash Balance - 12/31/68		(A) 1,328.06	344.18
Committed Funds:			
Taxes Withheld	303.24		
Our Contribution	56.52		
		359.76	359.76
Cash Available		966.71	(15.58)
Cash Balance - 12/31/68:(A)			
In Bank	1,164.70		
Savings	143.36		
Petty Cash	20.00		
		(A) 1,328.06	

NOTES:

(1) Installment payments of $20.00 per month - Final payment made 4/68
(2) Installment payments of $17.30 per month - Final payment made 12/68

JANUARY, 1969

VOL. 11 No. 1

EVERETT WALDO,
EDITOR 726-0729

Neighbors INK

THE NEWSLETTER OF NEIGHBORS, INC. (North Washington Neighbors, Inc.)

6400 GEORGIA AVENUE, N.W. · WASHINGTON, D. C. 20012 · (202) RAndolph 6-3454

LATE FLASH - OPEN HOUSE FRI. FEB. 7th
AT HOME OF MR. AND MRS. AUSTIN PERRY
7119 CHESTNUT ST. N.W. 9 PM on COME!

TELLING IT LIKE IT IS IN SCHOOL
Students Confront the Board of Ed

About 100 DC secondary students told the DC Board of Education what the students expected of the Board Members now that they are duly elected representatives of the people. The confrontation took place at the Manresa Conference Center near Annapolis, Maryland, shortly after Christmas.

Two NI residents, Mrs. Barbara Simmons and Mrs. Carol Rende were among the staff at the Conference, and were instrumental in setting up the meeting, which was sponsored jointly by the DC Advisory Committee to the U.S. Commission on Civil Rights, and the Washington Institute or Quality Education.

Michael Blakey and Gerald Sanderson; NI residents and students at Coolidge High, and Robert Simmons of Paul Jr. High played key roles in presenting a list of demands to the Board members present. 25 DC Students, Blakey, Sanderson and Simmons among their leaders, labeled themselves the DC Coalition for Education Now, and made 13 demands on the Board of Education, with a delivery date of September 1, 1969.

The students demands included provision of Courses in African and Afro-American History, American history texts stressing black contributions, sex education designed by the students, elimination of required physical education and closer ties between students and the board of education. Student members of the board were suggested.

Attending the Conference from the Board of Education were John A. Sessions, Julius W. Hobson and Anita Allen, all members at large. Other school board members who made part of the sessions were John Treanor, Nelson Roots and Albert A. Rosenfeld. Ward 4 Board member Mrs. Muriel Alexander was not present.

Speaking about the need for the students to organize, Sanderson said, "People have been talking in small voices for a long time and no one listens." There was much feeling among the students that the Board members were not really willing or able to bring about needed changes. But Sanderson said that Hobson and Sessions "are definitely helping us and the others are going to have to."

The Conference lasted for two days and included general meetings, workshops, closed student caucus sessions, a talent show and a dance; It was financed with money from the DC Public Welfare Foundation, the Stern Foundation and an annonymous donor.

(con'd) Calendar lists your best chance yet. Don't miss this [illegible]

WATTS BENEFIT A GRAND SUCCESS

Mrs. Sylvia Schlitt, co_ chairman of the October Andre Watts benefit concert at Constitution Hall, and Chairman Mrs. William Denham, report that the concert netted $3,176.50, and adds, "We couldn't be more gratified by the results. If we want to analyze the success of this benefit, we'd have to say that lot of people really cared about its success. Not only the dedicated committee workers, Jim Peyton, Mrs. Ruth Stack, Mrs. Karen Wardlaw, Mrs. Barbara Cubam, Mrs. Diana Engel and Mrs. Carolyn Jackson, but those who came through to support the committee: Mrs. Vivian Peyton, Mrs. Evelyn Sellers, Mrs. Nan Mould, Mrs. Barbara Atkinson, and Charles Mark."

Secretary of Labor and Mrs. Willard Wirtz were hosts at a reception for boxholders, sponsors and committee workers, in honor of Mr. Watts, which was held at the Washington Gallery of Modern Art. In addition to this gala party, there were several pre-concert cocktail parties generously given by Mr. & Mrs. Larry Kowitch, Mr. and Mrs. Frank DeStefano, and Mr. and Mrs. Frank Warner, as well as a post-concert wing-ding athMelvin and Dutchess Margerum's. Sylvia And Elma conclude their report saying, "Talk about good food, punch with a punch, music that rocked, dancers that rolled, lively talk and laughter, it was a great evening."

OPEN HOUSE FOR JANUARY SCHEDULED AT MOULDS

The Chris Moulds, of 1423 Hemlock St., N. W., have invited Neighbors to meet Neighbors on Friday Evening, January 31st.
*** 9:00 pm until-----? BYOL *********

****

WHAT IS INSTITUTE FOR EDUCATIONAL DEVELOPMENT?

Do you know? Has your PTA representative told about it at your regular general meeting? Did you read about it in the December INK? See PTA Reps list elsewhere in this issue...and Community

PAGE PARTIALLY ILLEGIBLE

PTA REPRESENTATIVES TO INSTITUTE LISTED

The following are parent representatives from our various schools to the Advisory Board of the Institute for Educational Development. Their job is to inform the local school parents group of the progress and activities of the Institute, and to represent local parents on the Institute Board. Don't fail to help these reps live up to their jobs by telling 'em and asking 'em!

Paul	Mr. Marvin Caplan
Rabaut	Mr. John Thurber
Takoma	Mr. Robert Maroney (pro tem)
Whittier	Mr. John Coleman
Shepherd	Mrs. Charlotte Kowitch
Brightwood	Mrs. Ruth Pearl
Coolidge	temporarily vacant

Bob Maroney has recently been named to represent NI to the Advisory Board, and so can no longer represent Takoma School. That PTA will soon choose another representative.

CLEANER STREETS FOR NI PILOT AREA

The pilot project in street cleaning is going well. Police are now giving tickets to illegally parked cars in the special area, so read those bright signs!

Ticket recipients said they didn't mind getting tickets, but it was an insult added to injury to get a ticket when the cleaning crews didn't come through. The response of sanitation department officials to this is conflicting, one saying the trucks went and another saying they don't go if it is too cold.

We need to know! Call the NI office if the cleaning trucks fail to come on the specified days. In this way we can document our criticism when we take it to Mr. William Roeder, Director of the Sanitation Department. This applies, of course, only to that area that is included in the pilot project. If you wonder whether you're included, look for the bright red and white signs along the street. The area is generally north Manor Park between 5th street and Blair Road, Sheridan to Oglethorpe Streets, N.W.

TEACHERS CALL FOR TALENT BANK

Teachers at Paul Jr. High School have made known their need for outside enrichment, and have called upon the wide and rich variety of Neighbors to assist. A Talent Bank is being formed of people who could lecture, advise and give general help and enrich the courses and activities already at the school.

Hobbyists and specialists and craftsmen of many areas are needed. History buffs, scientists, artists, mathematicians, musicians, social scientists are all needed. Professionals in each of the fields who could spare time will be especially helpful. Send your name to Mrs. Joseph Palaia, 1325 Holly St. NW, or phone her at 723-0703.

DEMOCRACY IN ACTION

Paul Jr. High School is the scene of a program which has attracted national interest. The Democracy in Action program, formed in 1962, is designed to assist students to take advantage of the unique resources of our nation's capitol.

Field trips are an integral part of the program, and without transportation the whole project finds itself grounded. Volunteer chaperones and drivers are always needed. If you can devote time and the family car on occassions, contact Mrs. Joseph Palaia by phone; 723-0703

SEQUEL TO 3RD AND RITTENHOUSE EYESORE SUCCESS AT ZONING COMMISSION

Area residents near 3rd and Rittenhouse have long been subjected to the eyesore on that corner. When they finally succeeded in having the building razed (December INK) they were faced with the prospect of a sixty-foot high building on the corner. NI's Neighborhood services committee, headed by Carol Rende opposed the application for the big apartment house, and the Zoning Commission denied the application. Mrs. Mary Monroe backed up Mrs. Rende's Committee by spearheading a petition drive, and worked many long hard hours to mobilize the area residents.

NI stands ready to help any group fight this type of zoning change. A block organization or group of residents is helpful to any such effort. Call the NI office for help in starting such a group.

"We Don't Win 'Em All Department": NI has usually not been successful east of the B&O tracks, and lost the case at 215 Cedar Street. Don't know why.

OPERA COMING TO THE NI AREA

Two evenings of staged scenes from operas will be presented January 27 and 28 at 8:30 p.m. at the Washington Ethical Society Auditorium, 16th and Kalmia Sts, n.w. Presented by "Friends of Opera in Washington", trained singers from the city area will sing a range of music from Mozart to Menotti. $3.00 at the door; $1.50 for students. Musical and stage director for this event is Mr. George Posell. Reservations and further information by phoning Fe8-5891.

SUMMER JOBS FOR COLLEGE STUDENTS

Civil Service Commission is examining college students for summer jobs paying $88 and $99 per week, depending upon qualifications. It is already too late to apply for the Feb. first exam, but applications received at the Commission by February 28, 1969, will allow a student to take the exam on March 29th. An offical "Announcement" is available at CSC's Job Information Center, 1900 E St. N.W. Ask for Announcement No. WAP-818

FAIR HOUSING PROPOSAL SEEKS SUBURBAN HOUSING FOR ALL

In the hopes of alleviating the growing crowding of the city and virtually eliminating "the barriers to suburban residence by sbstantial numbers of economically qualified Negroes who are presently confined to the ghetto," the Metropolitan Washington Fair Housing Council, (of which N.I. is a member) has submitted a proposal to the Ford Foundation for a concentrated effort towards desegregation in the Washington Metropolitan area.

With the legal framework a fact, the agency, once funded, would concentrate its efforts on encouraging and helping Negroes move to the suburbs, obtain construction of more low income housing, and educate community organizations and officials.

Challenging the widely held view that inner-city residents cannot move to the suburbs until low and moderate income housing is constructed, are the Washington Center for Metropolitan Studies findings that over "40% of all non-white families living in the Metropolitan area, amounting to close to 50,000 families, now have incomes in excess of $7,000 per year." Housing pressure within the city could be greatly reduced if the affluent segment of the city could locate in the suburban areas, many of which boast abundant housing well within this income bracket, and in fact often substantially lower than comparable offerings in the city. More low and moderate income housing would be enc ouraged in order to house persons close to sources of employment that are now out of reach for many qualified applicants because transportation to suburban jobs is nonexistant or too costly. Funding for the program is likely to come through soon and the Council will be hiring a staff of eight to run the program; jobs include a director, community workers and secretaries. Any interested NI members should call the Council's chairman, Thomas J. Schwab at his office ST 3-8730.

JUNIOR NEIGHBORS HOLDS SUCCESSFUL BENEFIT

November 30 was the day of the dance for the big benefit put on by Jr. Neighbors under the leadership of their President Ted Hagans III. Of an $840 gross, the group netted $416.96 with which they will buy books for Coolidge High. They are now in the process of selecting and ordering the books.

TICKETS AVAILABLE NOW FOR DANCE

Tickets are now available for NI's Second Annual Cabaret Dance, Saturday, Feb. 22nd. Last year's was a swinging affair and this year it promises to be even better. A ticket order form is enclosed. Music will be by Bob Craig's Jazz Artists. For further info, call Mrs. Sylvia Schlitt, 291-5974.

OUR NEIGHBORS IN THE NEWS

DR. MARTIN R. FELDMAN of Howard U. was awarded a National Science Foundation Science Faculty Fellowship for the academic year 1969-70. He will be a visiting professor of chemistry at the University of California at Irvine.

MRS. RUTH STACK AND MRS. DEBORAH MATORY have been appointed to the D.C. Advisory Committee on the U.S. Commission on Civil Rights.

We regret to report that Mr. GEORGE O'MEALLY died recently. His intense interest in youth programs, and his great contributions to this community and the whole city made him well-known in this area.

CHUCK STONE was present at the Brightwood PTA Book Fair to autograph copies of his recent book, "Black Political Power in America."

LARRY CUBAN has been appointed Director of Staff Development for the D.C. School system. Larry was NI Representative to the Advisory Board of the Institute for Educational Development, but has resigned due to his new post with the school system. The Institute is an NI-area program in our area schools with major emphasis on staff development.

FORREST WARD, SANDYE JOHNSTON, VICKIE WELLS AND PHILIP MILLER, all Coolidge High School students, were featured on the front page of the Teen section of the Washington Star, demonstrating the latest dance steps. Have you tried them? "The Popcorn" and the "Hiccup"!!!

BOBBY MITCHELL, Redskins football player was among the members of the local advisory board of the Black Economic Union who attended the opening of the Anacostia office of the national corporation that promotes Negro businesses. Takoma representative to the NI board, HARVEY BULLOCK, represented NI.

CHAMP CHRISTMAS CARD DESIGNER FROM TAKOMA

Manfield Clement, age 12, of the Takoma Recreation Center, won first prize for his design of a Christmas Card cover. The contest was open to all youth age 11 to 14 in the Washington area, sponsored by the D.C. Department of Recreation.

The card design shows a bright red fireplace, stockings hung with care, and the booted feet of the merry mythical Santa just descending or maybe we should ask Manfield: maybe they are on their way up after filling the stockings. Congratulations, Manfield Clement.

COMMUNITY CALENDAR

Monday, JANUARY 20 - All Day, Downtown and Evening: PRESIDENTIAL INAGURATION.

Monday and Tuesday, JANUARY 27 & 28 - OPERA at Washington Ethical Society, details p.2.

Friday, JANUARY 31,- OPEN HOUSE at Moulds, details p.1.

Monday, FEBRUARY 10 - 8:00 p.m. Shepherd School. INSTITUTE FOR EDUCATIONAL DEVELOPMENT. Shepherd PTA sponsors a public meeting in which we can all learn much more about what the Institute is doing about our children's education. See you there!

NI BOARD MEETING Wednesday, FEBRUARY 12th, 8:30 p.m. at Takoma Park Baptist Church, Piney Branch Road and Aspen St. N.W. Open to all members who are interested in attending.

OVERHEARD from a new resident recently, "Neighbors, Inc. is certainly the right name for this area; it's such a friendly community. In the six months we've lived here we know more people than we ever knew in two years in Bethesda."

WIN TWO ZONING CASES: NURSING HOMES DENIED IN RESIDENTIAL NEIGHBORHOODS

NI opposed two cases before the Board of Zoning Adjustment in December and won them both. In both cases the applicants sought variances from the Zoning Regulations to operate nursing homes in residential neighborhoods. The applications were for 1416 Longfellow St. and 5315 Colorado Ave. N.W. zoned R-1-B which is for single-family houses. NI's testimony was presented at the public hearing by our Executive Director, Ed Hollander. The victories were important ones in NI's continuing battle to preserve the integrity of our neighborhoods.

Our statement pointed out that granting the variances would be permitting the establishment of institutional uses in these residential areas. The homes would become the place of employment for the staff of the homes and that would generate traffic seven days a week. The homes would also have institutional kitchens requiring commercial food deliveries nearly every day and commercial trash disposal service several times a week. Our statement argued that this kind of activity was not desirable in a residential neighborhood and apparently the BZA agreed.

THANKS TO VOLUNTEERS

Despite the rush of holiday activities, our dedicated volunteers found the time to serve NI both in the NI office and in their homes. Many thanks!

Mrs. Yetta Appel
Mrs. Winifred MacNair
Mrs. Inez Smith-Green
Mrs. Beverly McGaughy
Mrs. Bedelia Henderson
Mrs. Sarina Hirshfeld
Mrs. Shirley DeVaris
Mrs. Gay Sa'adah
Mrs. Betty Lashman
Mrs. Tricia Skidmore
Mrs. Joyce Palaia
Mrs. Dorothy Duncanson
Mrs. Mary Jacobs

NEIGHBORS, INC.
North Washington Neighbors, Inc.
6400 Georgia Avenue, N.W.
Washington, D.C. 20012

NON-PROFIT ORG.
Washington, D.C.
U.S. Postage PAID
Permit No. 41781

Mr. Moreland Griffith Smith
Southern Regional Council, Inc.
5 Forsyth St., N. W.
Atlanta, Georgia 30303

Paid your dues yet

NEIGHBORS, INC.

Cordially invites you to attend its

SECOND ANNUAL CABARET-DANCE

on Saturday Evening, February 22, 1969

Ohev Sholom Synagogue
16th & Jonquil Streets, N.W.
Washington, D.C.

9 P.M. - 1 A.M.

MUSIC BY:
BOB CRAIG'S JAZZ ARTISTS

DOOR PRIZES

BYOL

INFORMAL

$5 per person
$50 for table of 10

Free Parking

TO ORDER BY MAIL:

Make checks payable to NEIGHBORS, INC. and mail to:

Mrs. Jacob Schlitt, Ticket Chairman
7516 14th Street, N. W.
Washington, D.C. 20012
Telephone - 291-5974

Enclosed is $_____ for: _____ table(s) of 10.
_____ ticket(s).

Name _____
(please print)

Address _____

_____ ZIP _____

PLEASE MAKE RESERVATIONS EARLY AS TABLES ARE LIMITED

FEBRUARY, 1969

VOL. 11 No. 2

EVERETT WALDO,
EDITOR 726-0729

Neighbors INK

THE NEWSLETTER OF NEIGHBORS, INC. (North Washington Neighbors, Inc.)
6400 Georgia Avenue, N.W. - Washington, D.C. 20012 - (202) RA 6-3454

FORD FOUNDATION AWARDS $300,000 GRANT FOR PROGRAM TO COMBAT SUBURBAN HOUSING SEGREGATION

On January 29th the Fair Housing Council of Metropolitan Washington announced the receipt of a Ford Foundation grant of $300,000 for a two and a half year program to combat housing discrimination and segregation in the Washington, D.C. suburbs. At the same time, the Council changed its name to the Housing Opportunities Council of Metropolitan Washington, Inc. and broadned its Board of Directors to be more widely representative of the D.C. metropolitan area.

Thomas J. Schwab, former president of Suburban Maryland Fair Housing, was elected temporary Chairman and a temporary executive committee was elected to hire an Executive Director and other staff. The program will have a staff of about eight; anyone interested should call Mr. Schwab, ST 3-8730 (office).

The program is planned to have a major impact on suburban housing patterns by breaking down remaining discrimination and providing direct assistance to Negro families seeking to live in the suburbs. The Council also hopes to broaden support for subsidized low and moderate income housing throughout the suburbs. And the Council plans to work with real estate brokers, apartment house owners, developers and lending institutions to have them adopt affirmative marketing practices toward Negroes. The Council will also file suit, to gain enforcement of local or Federal Fair housing laws and, if legal processes prove too cumbersome, more direct action will be used if necessary.

Neighbors, Inc. was one of the organizations instrumental in bringing the Council into existence and NI has one member on the new board. Larry Pearl and Vic Phillips have been serving as our representatives. The INK will report program developments as they occur.

WELCOME TO NEW RESIDENTS

Mrs. Barbara Cuban, chairman of the Membership and Hospitality Committee reports that another special open house for new area residents was held on Sunday evening, February 2nd at the home of Mr. and Mrs. Hays Singletary, 1307 Holly St. N.W. There was an excellent turnout of new residents and it was a very pleasant event. (Con't. at right)

MRS. DESHIELDS APPOINTED TO INSTITUTE STAFF

The Institute for Educational Development has announced the appointement of Mrs. Deshields as the new Coordinator for Secondary Schools. She replaces Mr. Latinee Gullattee who is now the Director of the Institute. Mrs. Alice Butler continues as the Coordinator for Elementary Schools.

Mr. Gullattee addressed a special meeting of the Shepherd PTA on February 10th and explained how the Institute functions and how it will benefit students. He also announced that the Institute is in the process of organizing a series of discussion groups on parent-teacher relationships. This is to be an area-wide program, covering all grade levels.

The Advisory Board of the Institute meets on the second Thursday of each month and their meetings are open to the public. For further information, call the Institute at 291-8118.

NEW COOLIDGE & TAKOMA REPS NAMED TO INSTITUTE

The Coolidge Home & School Assn., Mr. Hosea Taylor President, has announced that their representative to the Institute Advisory Board will be Mr. Cyrus Nero. And the Takoma PTA, Mr. Dan Safran President, reports that their new representative is Ted Trabue.

The other parent representatives on the Advisory Board are:

- Neighbors, Inc. - Dr. Robert Maroney
- Paul Jr. High - Mr. Marvin Caplan
- Rabaut Jr. High - Mr. John Thurber
- Brightwood - Mrs. Ruth Pearl
- Whittier - Mr. John Coleman
- Shepherd - Mrs. Charlotte Kowitch

SEE PAGE 4 FOR NI'S PROPOSALS TO THE INSTITUTE ON COMMUNITY INVOLVEMENT.

Special thanks go to the Singletarys for their gracious hospitality and also to the following committee members who baked some delicious desserts : Mrs. Yetta Appel, Mrs. Hattie Dees, Mrs. Doris DeBoe, Mrs. Janet Feldman, Mrs. Sarina Hirshfeld, Mrs. Dutchess Margerum, Mrs. Bedelia Henderson, Mrs. Mildred Phillips, Mrs. Beth Skinner and Mrs. Nancy Smith.

ZONING VICTORY ON 5th & ASPEN CASE

Under the expert leadership of Mrs. Carol Rende, chairman of NI's neighborhood services committee, residents of Takoma recently opposed successfully a variance requested for the property at 501 Aspen St.

The Czechoslovak Embassy, present owners of the property, sought a variance on behalf of prospective buyers who wanted to establish a preschool center. The buyers are the Investment Research Organization, Inc., which is a group of 22 professionals and businessmen .

More than two dozen residents of the immediate area met together with six members of IRO to discuss the future use of the property. Larry and Willo White were the hosts to the meeting.

In NI's statement of opposition presented to the Board of Zoning Adjustment at the public hearing on February 12th, Mrs. Rende cited various grounds for our opposition, including:

* the fact that the new Takoma Elementary School will have a pre-school program
* the inability of the buyers to provide basic information about their planned preschool, such as how much outdoor play space is available, the projected hours of operation, an estimate of tuition costs, and whether the facility would be a pre-school or a day-care center
* the fact that the Takoma Park Baptist Church has offered the community their facilities for a pre-school
* the dangers of opening the door to further intensified use of residential property and the complete lack of protection to the community if the facility were sold to another operator.

Mrs. Rende presented to the BZA petitions with more than 100 signatures of residents opposed to the variance. Taking an active part in the work on the case were Willo and Larry White, Peachy and Bob Murray, Jo Anne and Austin Scott, Mrs. Elma Denham, Liz and Everett Waldo, Frank DeStephano, Harvey Bullock, Mrs. Green, Mrs. Ruth Jones, and Miss Sandra Harvey of Takoma Park Baptist Church.

BARGAIN FOR FLOWER SHOW FANS

The NI Garden Club has advance sale tickets for the annual Flower Show held in the D.C. Armory, this year March 7-16. These tickets, if purchased before March 1st will be available at reduced rates. Call Mrs. Bradley (TA 9-2918)or Mrs. Coleman (TA 9-7275) or Mrs. Sellers at the NI office (726-3454).

WATER SHOW-OFFS TO SWIM AGAIN - A water show group, currently dormant, is in the stages of regrouping. If your urge to show with skill and style in the water needs fulfillment, call Jim Tompkins, 629-7633.

NEW SECRETARY, BOARD MEMBERS

Mrs. Ethel Cooper is NI's new Board Secretary; she is a former President of Rabaut Home & School Assn., an NI office volunteer, and an active worker in our membership campaigns and other activities.

Mrs. Charlotte Kowitch is the new Shepherd Park Neighborhood Rep to the Board; she was chairman of our Passow Study Group and chairman of the Program Committee for the Art & Book Festival, which she is doing again this year. She is also the Shepherd PTA parent rep to the Institute for Educational Development Advisory Board.

Mr. Benjamin Amos is the new Chairman of the Legislative Committee. Mr. Amos is an attorney in private practice and has been active on a number of neighborhood issues.

Thanks go to the predecessors of these three, respectively, Greg Swanson, Ray Thelwell and Barrington Parker, all of whom resigned recently due to the press of other committments.

WE'VE SAID IT BEFORE AND WE'LL SAY IT AGAIN: THANKS TO OUR OFFICE VOLUNTEERS

We love'm, they do a great job and we couldn't do without them. So, a round of applause for our January volunteers:

Mrs. Yetta Appel	Mrs. Nan Mould
Mrs. Winifred MacNair	Mrs. Laura Arner
Mrs. Raquel Frankel	Mrs. Bet Lashman
Mrs. Beverly McGaughy	Mrs. Joyce Palaia
Mrs. Sarina Hirshfeld	Mrs. Barbara Cuban
Mrs. Shirley Devaris	Mrs. Alice Mark
Mrs. Elise Murray	Mrs. Pauline Merck
Mrs. Henrietta Rowe	Mrs. Joan Thelwell

Mrs. Mayme Coleman

********** CLASSIFIED ADS **********

RETIRED COUPLE NEEDED by Georgia Avenue Apartment. Live free in apartment provided, plus salary for 40 hr. wk. Required to assist two janitors employed on premises. CALL Mr. Scheinin, Mgr. 272-7720.

LOWELL STREET SCHOOL, a progressive integrated PRE-SCHOOL is accepting applications for fall. Some scholarships available for black children. CALL Mrs. Shandler, 966-5195, for appointments to visit the school, located at 3400 Lowell St. N.W.

MIMEO MACHINE, used Gestetner model 320, good condition; modern silk screen dual cylinder process, $150, call weekdays 726-3454.

PAID YOUR DUES?----Reminder notices were sent recently to all members still owing 1968/69 dues - if that's you, won't you please respond right away, thanks.

ART & BOOK FESTIVAL PLANNING BEGINS

NI President Ed Cogen has announced the appointment of chairmen and the dates for the 1969 Art & Book Festival, To be held June 20, 21, and 22, this will be NI's 7th such Festival. This year it will be under the General Chairmanship of Mrs. Shirley Devaris. Mrs. Devaris' phone number is 726-1666.

Chairmen of the various committees are:

BOOKS - Mrs. Sarina Hirshfeld, 723-6499
PROFESSIONAL ART - Mrs. Debbie Berger, 723-2117
CHILDREN'S ART - Mrs. Peachy Murray, 882-4010
POSTERS - John Martinson, 829-1084
OUTSIDE ACTIVITIES - Henry Aaron, 829-7149
PROGRAM - Mrs. Charlotte Kowitch, 882-2534
CRAFTS - Mrs. Louise Stone, 726-4230
TREASURER - Julius Becton, 829-0963
RECEPTION - Mrs. Janet Feldman, 723-1790
NI INFORMATION DESK - Mrs. Willo White, 723-8473
FOOD & REFRESHMENTS - Mrs. Elma Denham 723-5652; Mrs. Barbara Cuban, 882-0986
PHYSICAL ARRANGEMENTS - Bob Murray, 882-4010; Larry White, 723-8473
PUBLICITY - Mrs. Lori Radloff, 291-4935; Mrs. Beverly McGaughy, 726-8781
GARDEN CLUB BOOTH - Mrs. Blanche Bradley, TA 9-2918
NON-PROFESSIONAL ART - Mrs. Dutchess Margerum, 829-4036
BAKE SALE - Mrs. Thelma Lee, 882-1867

TUTORING PROGRAMS: TWO NEAR NI AREA

The United Planning Organization's directory of volunteer tutoring programs lists two in the vicinity, see below. For info on other programs, call the Volunteer Services Div. of UPO at 659-1100, Ext. 432. Mrs. Eva L. Scott is the Director of the Div. and Mrs. L. T. Horton is the Tutoring Specialist.

GETHSEMANE BAPTIST CHURCH - reading and math for elementary and junior high students, mostly students from Rudolph Elementary School. Coordinator: Rev. James Jones, office: 882-5836, home: 529-2770
The program meets at the church, 4th and Hamilton Sts. N.W., Monday thru Thursday, 6:30 to 9:00 PM.

PUBLIC LIBRARIES TUTORING PROGRAM - academic assistance and enrichment on a one-to-one basis for high school students. Coordinator: Mr. Peter Mosher, D.C. Youth Development Program, office: 629-2137, 629-2063.
The program meets in the Petworth Branch Library, Georgia Ave. and Upshur St. N.W., afternoons 3 - 7 PM, and Tuesday evenings, 7 - 9 PM.

*********COMMUNITY CALENDAR*********

Tuesday, Feb. 25 - BAROQUE CONCERT by the Baroque Arts Chamber Orchestra of Washington. 8:15 PM at Jefferson Jr. High, 8th & H Sts. S.W. (near Hogates) D.C. Rec. Dept. and Wash. Civic Symphony Assn. are sponsoring the program.

Tues-Wed-Thurs, Feb. 25,26,27 - SHEPHERD PTA BOOK FAIR at the school, 14th St. & Kalmia Rd. N.W. Adult and teen-age paperbacks as well as the usual fine selection of children's books. Hours are: Tues, Feb. 25 - 10-12AM , 1-4 PM, 7-9 PM Wed & Thurs - 9-12 AM, and 1-4 PM.

Thursday, Feb. 27, D.C. REVENUE PROBLEMS meeting sponsored by D.C. League of Women Voters, 9:30 AM to 1 PM at Auditorium of Museum of History & Technology.

Saturday and Sunday, March 1 & 2 PROFESSIONAL ART SHOW by Contemporary Jewish Artists, Temple Sinai, 3100 Military Rd. N.W., 10-4 both days. Works include oils, acrylics, collages, prints, watercolors, sculpture and a special lithographic print by Jack Perlmutter commissioned for this show.

Monday, March 3, ROSTROPOVICH RECITAL FOR THE BENEFIT OF D.C. YOUTH SYMPHONY - The great Russian cellist Mstislav Rostropovich will perform at Constitution Hall, 8:30 PM. Tickets (partly tax-deductible) at $6, 10, 50, and 100. For info, CALL 723-1612. To order tickets, send to Friends of D.C. Youth Sumphony, P.O. Box 4898, Washington, D.C. 20008.

Friday, March 7, OPEN HOUSE AT THE MURRAY's Always a swinging time at Peachy & Bob Murray's, say those in the know. So come and have a good time. Everyone's welcome, 9 PM on. BYOL. 510 Aspen St. N.W.

Wednesday, March 12, NI BOARD MEETING 8:30 PM, Takoma Park Baptist Chursh, Piney Branch Rd & Aspen St. N.W.

Friday, March 14 - copy deadline for next issue of the INK

March 7 - 16 D.C. FLOWER SHOW, see story on page 2.

Sunday, March 16 - ORATORIO SOCIETY CONCERT The Oratorio Society of Montgomery County, 8:00 PM at the Westmoreland Congregational Church (west end of Western Ave.). Works by Poulenc, Bruckner, Copeland and others. Tickets at the door or call 652-5338.

Friday, March 21 - DANCING OPEN HOUSE Dance the night away at the McGaughy's. The rugs will be rolled up and the music will be on - so put on your dancing shoes and come. Home of Beverley and Bob McGaughy, 1428 Juniper St. N.W. 9 PM, BYOL. Non-dancers welcome too.

LATE FLASH!!! D.C. YOUTH SYMPHONY CONCERT, Friday Feb. 28, Coolidge High School, 8:30 PM. $1 per family. From all reports, these youngsters are very good and the concerts most enjoyable

NEIGHBORS "INK" STAFF GROWING

Mrs. Janet Feldman and Mrs. Brenda Bell have both joined Everett Waldo to assist in making Neighbors's INK a more useful community organ. Mrs. Feldman will cover activities in the Takoma area and Mrs. Bell will cover Shepherd. Organizations, institutions, service and social clubs are encouraged to make their activities known to these two. Call Mrs. Feldman at 723-1790, and Mrs. Bell at 723-2010.

Brightwood and Manor Park are still without reporters but their respective Neighborhood Representatives will assist in reporting. John Thurber (882-3267) is the Manor Park Rep. and Mrs. Mercedes Botts (882-7399) is the Brightwood Rep. Both of them are looking for volunteers to join the INK staff.

Neighbors' INK seeks to serve all the people and groups in the area. Neighborhood reporters are an essential part of making the INK fully a community organ.

FIRST "COMMUNITY INVENTORY" MEETING HELD

A new project of NI's Board - the Community Inventory - began with an evening discussion meeting with representatives of various organization on Feb. 17. The inventory project, which will take several months to complete, is aimed at taking new soundings of community attitudes on just about all area issues and problems.

A committee of four Board members - NI Pres. Ed Cogen, Ray Hay, Chris Mould and Bill Denham - plans ultimately to prepare a program statement for presentation to the whole NI membership.

NI BACKS DISTRICT ACQUISITION OF REGENCY HOUSE FOR PUBLIC HOUSING FOR ELDERLY

At a public hearing at the District Bldg. on January 30, NI gave testimony supporting the first public housing project west of Rock Creek Park. NI endorsed the plan of the National Capital Housing Authority to purchase the Regency House Apartment building, located at 5201 Connecticut Ave. NW. The purchase has been vigorously opposed by some west-of-the-park citizens groups but has been supported by many city-wide organizations.

NI's statement, given by Mrs. Carol Rende, cited the need for housing for the elderly poor and the suitability of the Regency House for this purpose, as well as the nearby shopping facilities, public transportation and churches. We also noted with approval that medical facilities will be housed within the 171-unit building.

Mrs. Rende attacked opposition arguments that the new residents would not take care of the building or "blend in" with the surrounding community as patronizing and fundamentally racist in nature. She urged Mayor Washington, who must approve the project, to give it his speedy go-ahead.

NI SUBMITS PROPOSALS TO INSTITUTE

Neighbors, Inc. has submitted a set of seven proposals on Community Involvement to the Advisory Board for the Institute for Educational Development. The ideas were developed at a special "brainstorming" meeting of the Education Committee. The Advisory Board has taken the proposals under consideration. They are:

1. Recruiting, training and placing teachers' aides from the community in classrooms. Teachers would also receive training in the use of aides.

2. Workshops involving parents and school personnel on topics of interest to both, such as Making a Non-Graded School, Creating a Community School, Programs for the Gifted, Handicapped, etc. Held on weekends, such workshops would combine social and educational interests and bring parents and school people together to discuss common concerns.

3. Tutorial clinics using local college students and parents on an after-school basis to assist students in need of remedial help, and enrichment.

4. A survey of the area encompassed by the seven schools (Coolidge, Paul, Rabaut, Whittier, Takoma, Brightwood, Shepherd) to seek out the kinds of resources that exist and matching those resources with interests and concerns that teachers have. For example, have chemists, cooks, artists, printers, auto mechanics, architects and persons from foreign countries, etc. speak to or demonstrate their skills for school classes.

5. Create a committee of the Institute Advisory Board to review applicants for teacher openings in the 1969-70 school year.

6. Establish a Big Brother program for weekends and evenings geared toward youngsters who would want male companionship in the area of tutoring and recreation.

7. Hire especially trained community coordinators, familiar with classroom teaching, to develop programs to utilize the resources of the community and increase the schools; sensitivity to the needs of students and the community.

SMALL BUSINESS COURSES OFFERRED, FREE

The Washington Regional Office of the Small Business Administration has announced that free courses in management will be given on Monday evenings at 1405 Eye St. NW. The classes meet from 7:30 - 9PM and will be held until April 7. Further info from the SBA.

JUNIOR NEIGHBORS CONTINUE ACTIVE PROGRAMS

Junior Neighbors started off the New Year with the purchase of 250 paperback copies of several book titles for English classes at Coolidge High School. They raised the money for the purchase at their November dance.

Members of Junior Neighbors feel that it is essential to use books that students really enjoy reading, and which are especially relevant to their world as they perceive it. Both of these reasons underlie the belief that more learning will happen with students who read such books..

Among the titles purchased are, Black Rage, Crime and Punishment, A Farewell to Arms, The Fixer, Black Voices, One Flew Over the Cuckoo's Nest, and Souls of Black Folk. None of these titles was available through the school library.

JUNIOR NEIGHBORS are also planning spring activities with two Maryland Suburban groups, the Dorians and InterAct, whose base is Walt Whitman High School. They met together at a recent mixer at the community center clubhouse where the two suburban groups hold their meetings. The mixer was highlighted by dancing, refreshments, and a lively exchange of views.

Activities discussed were a Gimmick Car Rally, a Barn Dance, and a Semi-Formal.

MRS. DEBORAH MATORY recently presented members of Junior Neighbors with complementary tickets to see the premier of the film, "Up Tight".

The Junior Neighbors group is also considering the possibility of naming a committee to visit the Home and School Assn. to discuss with them current school policies and their effect on student attitudes.

Ted Hagans III, is president of Junior Neighbors, and reported to the Editor of INK along with Miss Dana Ellinger, vice president.

REC PROGRAM AT EMERY CENTER

Director of the Emery Recreation Center has announced continuing and new programs. She is Mrs. Carol Saunders, who may be contacted for further information by calling TA 9-1866.

- Adult Sewing - Mondays 6:30 - 9 PM
- Adult Ceramics - Thursdays 7 - 9 PM
- Teen Center Program - Tuesdays, Wednesdays and Thursdays 7 - 10 PM Includes trips, concerts, bowling, dancing.
- Slimnastics Program - being organized for Wednesdays (maybe) at 7 PM. Call Mrs. Saunders for Info.

YOUR NEIGHBORS IN THE NEWS

SAMUEL J. SIMMONS for 5 years with the U.S. Commission on Civil Rights, has been named Assistant Secretary of HUD for Equal Opportunity.

JOSEPH CARROLL, associate superintendent of D.C. Schools and chief budget officer, has been named superintendent of schools in Los Alamos, New Mexico.

WILLIAM B. PEER, representing the D.C. Democrats, opposed plans for a hearing on a D.C. parking bill, because residents of affected areas and several groups who might oppose the bill were not represented among the witness lists.

ESTHER PETERSON, former assistant secretary of Labor, has been named as legislative representative of the Amalgamated Clothing Workers of America.

THE GHOSTS of Esther and Oliver Peterson's home, the former Shepherd Mansion, were featured in a recent article in Potomac Magazine.

REV. CHANNING PHILLIPS, has been appointed to the Board of the Center for Community Change. This organization will provide technical assistance to community organizations in low-income areas across the country, and is funded by Ford Foundation.

BILL DENHAM received his PhD in Social Planning from Brandeis University on December 23, 1968. A Neat Holiday Season achievement, Bill!

JOHN D. THOMPSON, as president of the Washington Real Estate Brokers Assn., has organized the Association's seminar series which will cover many facets of the industry in Wednesday meetings from now until May.

DR. ROBERT GOOD and wife NANCY have returned to NI area from serving in Zambia as U.S. Ambassador to that country. Dr. Good was NI president when he lived here before.

LT. COL. JULIUS BECTON has returned to the NI area from VietNam. He served as Art and Book Festival Treasurer two years ago, and has returned to that same volunteer job.

DR. HENRY AARON a staff member of the Brookings Institution, has been appointed by Gov. Mandel of Maryland to the Maryland Council of Economic Advisors.

LIFEGUARD REVIEW COURSE BY RED CROSS

A review course for Red Cross Life Guards is being set up for both new and previously certified guards. For details, call Jim Tompkins, D.C. Rec. Dept. Pool Director, 629-7633.

D.C. RECREATION TO SPONSOR ONE-ACT PLAY TOURNAMENT

The Annual One-Act Play tournament sponsored by the D.C. Recreation Department will begin on March 1. The Takoma Recreation Center will hold tryouts for the Tournament. If you're still not 13 years old, you are eligible. Call Mr. Butler, RA 3-8222, Director of the Takoma Recreation Center.

TAKOMA REC CENTER ANNOUNCES PROGRAM

Cooking, Arts, Crafts, Dancing, Athletics, you name it, Takoma Rec. Center has it, under trained leaders. Call the Center, RA 3-8222, for times and details.

NEW BALLET Class will begin at the Center March 1st. Applicants may register during the week of February 24 at the Center, 3rd & Van Buren Sts. N.W. Saturday morning sessions will be at 10, 11, and 12 o'clock. Ten lessons for $5.00. All children, all ages, are eligible.

BASEBALL AND SOFTBALL will be in style before you know it. Get ready now, and sign up for teams anytime at the Takoma Center. Teams will be formed for those 12 years and under, 13-15 years, and 16-18 year olds.

SPREADING THE WORD

NI Executive Director Ed Hollander spoke recently to a meeting of the Neighbors for a Better Community in McLean, Va. He talked about NI, our experience trying to have an integrated community and the future for such efforts. Neighbors for a Better Community is also an integrated organization and has worked to eliminate discrimination in housing, public accommodations and employment.

GROW THEM NOW FOR ART & BOOK FESTIVAL

Cuttings from your favorite plants may be donated to the NI Garden Club for their booth at the Festival. It's time to start the cuttings now, advises Mrs. Blanche Bradley, Club President. For further info, and to make arrangements, call her at TA 9-2918.

BASKETBALL IS THE THING! RIGHT NOW!

The Neighbors Knights who last fall were city champion football players, have formed into a year-round club to run activities for area teenagers. Their first project is a basketball tournament for boys 14-17, approximately. Games are played at Rabaut Junior High on Wednesday evenings at 6 PM. There are still openings for anyone who wants to play. Call Turk Gilmore, 829-2440 for information.

FOOTBALL, ANYONE? That's right! Turk Gilmore advisor of the Woody Bartges Boys Club which NI sponsors, is forming teams of boys who are 120 lbs. and under to play in the league games next fall. He hopes to get a group of about 50 youngsters together in March to begin basic practice. Arrangements have been made to use indoor space until warmer weather comes. Call Turk for further information at 829-2440.

REC DEPT BUDGET HEARINGS FEB. 26 & 27

The Recreation Department budget hearings for Fiscal 1971 will be held on Wednesday, Feb. 26th at 8:00 PM, and Thursday, Feb. 27th at 3:30 PM. On both days the hearings will be held at the Sharpe Health School, 13th & Upshur Sts. N.W. (across from Roosevelt High School).

All citizens are invited to attend. This is an opportunity for everyone to express his ideas and share his opinions in support of the facilities that should be available at our local recreation centers.

Additionally, suggestions and ideas for programs - everything from the conversion of vacant lots into play areas to the outlay of capital for specific programs - should be make in writing and sent to Mr. Howard Harris, D.C. Department of Recreation, 3149 16th St. N.W. For further info, call Mr. Harris, 629-7313.

NEIGHBORS, INC.
North Washington Neighbors, Inc.
6400 Georgia Avenue, N. W.
Washington, D.C. 20012

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Southern Regional Council, Inc.
5 Forsyth St., N. W.
Atlanta, Georgia 30303

2/69

NEIGHBORS, INC.
6400 Georgia Avenue, N. W.
Washington, D.C. 20012

A CHANCE TO SHOW YOUR CULINARY SKILLS

The refreshments served at the ART & BOOK FESTIVAL last year were a welcome addition. Best of all, they were deliciously prepared --- by you! Yes, all of those tasty dishes and baked desserts were donations. It was so successful that this year we plan to expand and add the novelty of particular ethnic foods for each meal. For instance, we'll have a Mexican Lunch and an Italian Supper, etc. The only way this can be done is with your help. So once, again we are requesting your homemade donations. If we can start early enough this year we should be able to put this idea across and it should be fun. As soon as we receive your form we will contact you to make arrangements to pick it up. Any dish(es) you prepare will be greatly welcomed and much appreciated.

Thanks.

Mrs. Elma Denham (723-5652), and Mrs. Barbara Cuban (882-0986)
Co-Chairmen, Refreshments Committee, 1969 Art and Book Festival

BE SURE TO:

(1) Put your name on your pot or dish
(with masking tape, frosted Scotch tape, etc.)

(2) Attach the name and recipe to your dish
(we're hoping to publish a Neighbors' cook book)

(3) Line your pot or dish with aluminum foil so we can return the utensil as soon as the dish is frozen; otherwise we won't be able to return it until after the Festival.

DETACH FORM ON PREFORATION AND MAIL IT TO: Mrs. Barbara Cuban, 1436 Holly St. N.W.
Washington, D.C. 20012

NAME _____

ADDRESS _____ Phone No. _____

TYPES OF FOOD: SCANDINAVIAN (specify) _____ CHINESE _____

ITALIAN _____ MEXICAN _____ FRENCH _____ AMERICAN _____ SOUL _____

SPANISH _____ JEWISH _____ GREEK _____ OTHER _____

TYPE OF DISH: (please specify and list quantity)

CASSEROLE _____ MEAT _____ FISH _____ CHEESE _____

PUDDING _____ OTHER _____

DESSERT: Brownies _____ Cookies _____ Cupcakes _____ Sheet Cake _____

Streudel _____ Other _____

BREADS: Rolls _____ Bread _____ Muffins _____

Neighbors, Inc.

6400 GEORGIA AVENUE, N.W. • WASHINGTON, D. C. 20012 • (202) RAndolph 6-3454

Edward S. Cogen
PRESIDENT

Edward S. Hollander
EXECUTIVE DIRECTOR

February, 1969

Dear Member:

Recently I wrote asking you to renew your Neighbors, Inc. membership for the 1968-69 membership year. Our records show that we have not yet received your dues so I'm sending you this reminder in the expectation of your prompt response.

Your generous support in past years has provided us with the means to carry on our program. But we cannot continue to operate and will not succeed in our goals unless our old friends continue to lend us their assistance.

WOULD YOU PLEASE, THEREFORE, SEND US YOUR MEMBERSHIP IN THE ENCLOSED POSTAGE-PAID ENVELOPE TODAY!

Many thanks for your continued help and support.

Sincerely,

Edward S. Cogen

Edward S. Cogen
President

P.S. If you have recently paid your dues please accept our thanks and disregard this notice. Your membership card will be sent shortly.

Sent to Mrs Vick 18 February 69

an intown, integrated, interesting community

Neighbors INK

MARCH, 1969

VOL 11 No. 3

VICTORY ON TAKOMA SCHOOL

Bd. of Ed. VOTES 9-1 TO STOP CONSTRUCTION

At the Board of Education meeting Wednesday, March 19th, More than two hundred angry Takoma parents, their NI supporters, as well as many many others, backed up Muriel Alexander and Julius Hobson as those members led the District Board of Education to recommend to the District Government the stopping of construction at the Takoma school site.

FROM THE BEGINNING: THE TAKOMA STORY.

Takoma Elementary School has now become a revered object symbolizing the need for real citizen participation in local government. It all began back in 1964 when Congress heard the first testimony showing the need for a replacement for our antique building.

Built in 1898, Takoma School was the most up-to-date school house around. Some oldtimers moved here in the teens and twenties so their children could take advantage of it.
The Venerable building has been called Edwardian Split Level, has lofty ceilings, spacious rooms and a large auditorium. But the student population has forced the principal into a hallway, basement space has been converted to classroom use, and the overflow is housed in Trinity Episcopal Church nearby. But even "sub-standard" space has been made pleasant and adequate. In spite of its faults, Takoma is versatile and still useable.

Congress came through with site and planning money in the 1968 budget, and construction funds came through the next year.

Then the shock came: Early in 1967 the plans for the "new" building were shown to Takoma Principal Lucille Rafael who in turn shared them with the PTA. Then President of the PTA Mary Rodgers and Legislative Chairman Everett Waldo gathered a committee, and the visits to "City Hall" began. The many inadequate aspects which we brought to Granville Woodson's attention are too numerous to list here, but the lack of toilets on the first floor for the smallest children is typical!

A long series of correspondence and meetings have taken place over the past two years, and the number of documents in the dossier is now close to 100. Two fundamental issues began to be clear in these
(Continued Page 2, Column 2)

After a series of delaying tactics by Board of Education President Coates, Julius Hobson called for a point of order, and Mattie Taylor moved that the next item of business be Takoma. Shortly after that vote, Muriel Alexander introduced the crucial motion

It reads: "I move, therefore, that all action necessary and appropriate shall be taken to stop immediate construction of the Takoma Elementary School replacement and any addition thereto, and that you appoint a committee to investigate the needs of the citizens to be served by this school, and that we take action on this project after we study this committee's recommendations."

Anita Allen proceeded to amend the motion to distribute the Takoma replacement funds to other school projects, "since these people don't want a school." This attempt at obfuscation was soundly trounced in the discussion and Mrs. Allen withdrew her amendment.

Voting for the motion were Mrs. Alexander, Julius Hobson, John Sessions and Mattie Taylor. Others who joined them were Nelson Roots, Mr. Rosenfield, Mr. Hancock and Mrs. Swaim.

Board President Coates finally cast his vote for the motion after Sessions challenged him to do so. Mr. Treanor refrained from voting. Mrs. Allen's vote was the lone dissenting vote registered.

The meeting began at 7:45, after the room had been filled with spectators for more than a half hour. Before eight o'clock the hallways surrounding the Board Room were filled with latecomers from UPO, Woodson Senior High School, all the NI area schools, and many other PTA's from the city. Before the Board meeting, each Board member was applauded and cheered as he or she arrived, and a special song for the occassion was sung under the sensitive direction of Gail Perry.
(See page 2, column 1)

NEIGHBORS INK is the newsletter of Neighbors, Incorporated (North Washington Neighbors, Incorporated), a private, non-profit community organization.

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NEIGHBORS INK CONTINUES TO GROW

The NI newsletter, Neighbors, Ink, is gaining strength each month. Last month we reported two new assistants on the committee. This current issue is the combined work of a committee of five reporters besides the editor. Additionally, three more persons are signed on to swell the INK staff to a total of 9.

Besides Everett Waldo, editor, the members of INK staff include Mrs. Janet Feldman, Mrs. Brenda Bell, Mrs. Jo Ann Scott, Mrs. Judy Cohen and Mrs. Ethel Cooper. These comprise the group working on this issue. More recent members include Mrs. Hattie Dees, Mrs. Annie Barden and Jim Pope.

At its March meeting the NI Board voted to have the INK printed rather than mimeographed for a three-month pilot period. The pilot project will begin with the April issue, It is expected the printing will allow for local business men to take advantage of the opportunity to advertise, and the community at large will benefit by a wider circulation and readership.

VICTORY (CONTINUED)
Takoma PTA President Dan Safran kept a keen ear on the proceedings and helped direct the response of the supporters. During Board President Coates' delaying tactics, Carolyn Jackson led a chant, "Talk about Takoma, Talk about Takoma." Eash time the photographers aimed their cameras at the crowd, dozens of big signs were lifted up into view castigating Woodon egg-crate and cracker box. Each Board member and administration official found a yellow sign on his desk as he entered demanding "STOP TAKOMA CONSTRUCTION." Now that the Board of Ed has taken action to stop the construction, the recommendation must go to the City Council and Mayor. The Takoma People and their supporters will next be headed for the Mayor's office if he does not act immediately to implement the Bd of Ed's overwhelming mandate to stop construction.

THE SEARCH FOR THE CITY HALL DOOR ***

Over two years ago, Takoma parents, teachers and many supporters including the NI Board and its Education Committee, pointed out how badly conceived and planned was the proposed replacement for the Takoma School. More than SEVENTY (70) communications later, between the leaders of the Takoma struggle and all levels of the District bureaucracy, the issue was brought to the head described on page 1.

In essence, we have been citizens looking for the City Hall door. We have a right to that door and to a response from those within. Up until last night "city hall" seemed to be a collection of insensitive, irresponsible evasive bureaucrats doing what they please, citizens and taxpayers notwithstanding. As long as they continue to act that way, tax money will continue to be wasted. To illustrate, FOUR "NEW" elementary schools identical to the planned Takoma egg crate are now in use in D.C. The staffs using those "educational" instruments have compiled endless lists of their faults. The waste city-wide runs into the millions of dollars and even worse will be the criminal waste of resources and students whose education will take place in those straightjackets.

Apparently, however, the ELECTED Board of Education has intentions to respond to the people, to open to us the "City Hall" door insofar as that is possible to them. We are sure the power of the votes of an aroused electorate, who are not only taxed but also represented, made a difference with the Board of Education.

The Takoma people and their supporters must now go to the City Council and the Mayor, all of whom are political appointees. Although we did not elect them, we don't expect the city hall door to be shut in our faces; these officials have as much responsibility to us as the Board of Education. The city hall door belongs to the people, and we intend to get on the inside.

HISTORY CONTINUED: meetings: the whole system of school planning and design in D.C., and the consequent waste, together with the fundamental rights of citizens participating in decisions such as school planning, which have so great an impact on communities and their citizens.

Until the Board meeting of March 19, 1969, those in this struggle were beginning to despair of correcting the ills or of participating in the decisions.

The action of the school board on Mar. 19, 1969 vindicates the hundreds of hours and the phone calls and all the work of the many citizens who have helped. The Board decision is going to be far reaching, but at this printing the construction is not yet officially stopped. The Takoma parents and NI still have to appeal to the Mayor.

BOARD MEMBERS MARRY

The former MRS. RUTH STACK was married on March 1st to Daniel Jordan. Mrs. Jordan is an At-large Director member of the NI Board. The couple will continue to live in the NI area.

JOHN N. THURBER, Manor Park Neighborhood Representative to the NI Board, and Mrs. Gwendolyn L. Johnson, another NI resident of long standing, were married on January 24. Both are employees of the Labor Department and are members of Local 12 of the American Federation of Government Employees, of which Mr. Thurber is President. The couple thanks their many friends for their expressions of good wishes.

OPEN HOUSE FOR APRIL 11th

Open House for April will be the second Friday, (not the first) --- that is, April 11th. Home of -

Mr. and Mrs. Raymond Hay
517 Cedar St. N.W.
BYOL (of course)
....se y'all there!

GARDEN CLUB MEMBERS WIN 29 RIBBONS

Some of our horticultural Neighbors contributed to the beauty of the National Capital Flower and Garden Show, March 7-16, and reaped a fine harvest of honors. Ribbons won by the Neighbors, Inc. Garden Club totaled 29. Ribbon winners from the club included Mrs. Blanche Bradley, Chairman of the Club, (11 ribbons); Mrs. Bradley's youngsters, Danny and Martha, (5 ribbons); Mrs. Birdia Bush (9); Mr. Carl Booker (1); and Mr. and Mrs. George Coleman (3). The Washington Post took especial note of Neighbors' sprig of Norway spruce which won a blue ribbon. Another prize winner, Mrs. Frances Boyd, member of the Woodridge Garden Club is also a NI resident. Congratulations to all prize winners!

The Neighbors, Inc. Garden Club has room for additional members. The club is affiliated with the D.C. Public School Adult Education Garden Club Program. The instructor is Mr. Haviad Jones. The adult Education Program had five clubs entered in competition at the Flower and Garden Show and won over 50 awards. For further information call Mrs. Bradley at TA 9-2918. And if you want to see what the club members produce, don't miss the 13th Annual Flower Show at the National Arboretum on May 17-19. Admission is free. Hours are Saturday, 2-6; Sunday 10-6.

THE NEIGHBORS INC. ANNUAL ART AND BOOK FESTIVAL will be glad to receive your plant and flower donations (see next column) for sale at the Festival. Those who can contribute grown plants or cut flowers may bring them directly to the Festival. Those who want to give cuttings or who want to dispose of their plants before the June Festival date, may make such arrangements with Mrs. Bradley, TA 9-2918.

CABARET DANCE

When the idea for a cabaret-dance was conceived, it was to be an opportunity for neighbors of Takoma, Manor Park, Brightwood, and Shepherd Park to meet each other in an evening of relaxed socializing and dancing.

The evening of February 22 was just that - Neighbors enjoying themselves in a lovely, spacious room at the Ohev Sholom Synagogue, surrounded by music provided by Jim Peyton and his dance committee.

Since we rented a larger (and therefore more costly) hall this year, the ticket prices had to be raised, making it much harder to sell tickets. Still, about 240 guests attended -a very gratifying response. The net profit to Neighbors, Inc. for the evening was $641.37.

Special thanks to very special people - Jim Peyton, Ethylyn DeStefano, Jack Jacques, Audrey Marcus, Dutchess Margerum, Sylvia Schlitt, and Evelyn Sellers. Also to Phil Marcus and Frank Warner.
Praise to the lovely and talented Ann Kasters for the design of the cabaret leaflet. Thanks also to our neighborhood merchants for supplying the door prizes - Cork and Bottle for the Champagne, Ida's Department Store for the clasp and cufflinks set, and especially Mr. and Mrs. Stafford Appel for the hams.

CABARET-DANCE RESIDUE
or
WE-FOUND-IT-WHO-LOST-IT-COLUMN.....

FOUND: One Green Bowl
One Lady's Kid Glove
LOST: Black Purse containing drivers license, but not money.

Anyone who can help put these articles together with their proper owner, please call the NI office 726-3454.

MEMBERSHIP CANVASSING

The Membership canvassing is being drawn to a close. Any canvassers who have completed their block assignments or won't be able to please contact Barbara Cuban - 882-0986.

Another special open house for new residents will be held in late April. If you have the names of any new residents who are renting or buying, please contact Mrs. Cuban.

NEIGHBORS KNIGHTS PLAY TO 2,000

The Neighbors Knights basketball team played the Ely All Stars, Maryland Champions, in the unlimited division of an independent league. Our Knights played a good game, though losing 106-87, at Lackey Sr. High school, Feb. 21, to a crowd of nearly 2,000. A rematch to be held in the District is under discussion between the Knights and the All Stars.

NEW JERSEYS were recently purchased for the Neighbors Knights basketball team by Neighbors, Inc., as NI did earlier for the Knights football team.

BRIDGET NEEDS YOUR HELP!

And who wouldn't help dear Bridget? But seriously: Specialists are needed to teach in the new DC Recreation Dept. program, OpeRATION BRIDGET. Teams of specialists are being sent into five communities in the District to develop and teach basic skills in dressmaking, grooming, economical homemaking, etc. Teachers are most urgently needed for classes in upholstering, slip cover making and interior decorating. If you would be willing to help, contact Mr. Terrell, Assistant Director of the City-Wide Division of the Adult Education Program at 629-7208.

ONE ACT PLAY TOURNAMENT FOR JUNIORS INCLUDES TAKOMA AND FORT STEVENS GROUPS

"The Shoemaker and the Elves" will be presented by the drama group of the Takoma Recreation Center on March 27. On the following day, Friday the 28th, Ft. Stevens Jr. Dramatic Players will present the play "The Childrens Hour." Further information is available by calling the centers.

BOY VS GIRL

That's the name of the softball game to be held at the Ft. Stevens Rec Center during Easter Week, April 8. Make sure you get signed up for this version of the ancient game!

BOOKS NEEDED!

Used books and records are urgently needed for this year's Seventh Annual Art and Book Festival to be held June 20, 21 and 22. With spring cleaning season here, this should be a good time to clear the shelves and at the same time help Neighbors, Inc. Incidentally, all donations are tax deductible. People to call for free pickup are: Mrs. Martha Freeman - 726-0555; Mrs. Brenda Bell - 723-2010 or Mrs.Anita Blake - 726-7203.

EASTER WEEK PLANS ANNOUNCED BY AREA RECREATION CENTERS

April 7, Monday, through April 11, Friday, the area recreation centers have scheduled a full program of events for people of all ages. The variety (listed below) is almost breathtaking, and there is literally something for everybody.

Detailed schedules are too lengthy for this space, so you are encouraged to check with each center for specific times and ages, etc.

Phone numbers of each are:

Emery	TA 9-1866
Fort Seevens	RA 3-3477
Shepherd	723-6800
Takoma	RA 3-8222

Contests, tournaments, exhibitions, programs and activities include:

- Egg rolling
- Easter Bonnet Contests
- Basketball tournaments
- Bunny Hops
- Pinochle
- Tumbling
- Peanut Hunt
- Bubble Gum Contest (!!!)
- Kite Making
- Table Tennis
- Hop Scotch Tourney
- Kite Flying
- Jelly Bean Guessing
- Balloon Bust

Puzzles, frisbees, carroms, spuds, rope jumping, 20 questions, tissue collage, cooking and even quiet games!

PRE-VOCATIONAL PROGRAM LOOKING FOR VOLUNTEERS

The Volunteer Services Division of UPO is seeking volunteers to work in the Pre-Vocational Center at 2013 14th St. N.W. Volunteers put in about 4 hours a week as (1) Job Developers - contact with businesses; (2) Job Coaches - liaison between employer and program employee; (3) Job Counsellors - prepare program enrolees to meet demands of the labor market. Challenging and rewarding work will be supervised after adequate training. The Center serves primarily young women who want to work and have had difficulty finding jobs or who for various reasons are not eligible for other manpower programs. According to sources, this is the first time in the Washington area that this approach is being tried. To volunteer or for further information, CALL MISS BARBARA WILLIAMS 659-1100, ext. 432.

FAMILY PICNIC IS SCHEDULED at Takoma Rec. Center on Tuesday, April 8, 12 - 1 P.M.

EASTER EGG ROLLING at Emery and Shepherd Rec Centers on Monday, April 7, 11:30 A.M.

JUNIOR NEIGHBORS TO SPONSOR JR. JRS.

Miss Kim Jordan reports that with the encouragement of Junior Neighbors, a Junior Junior Neighbors group is being formed. It will serve grades four through Seven, and interested people in those grades may call Kim at 723-3972. Dana Ellinger of Jr. Neighbors is also available for information, at 726-1226.

WEATHER, ANYONE?

Quoted from Elsewhere: "More snow landed here Monday and Tuesday, with wind Tuesday night to move it around. However, we are, apparently, more fortunate in that regard than some places further south, such as Boston."

And also from the same Elsewhere, one week later: "No real snow fell this last weekend. We don't need any more."

GREEN ACRES ADDS SEVENTH AND EIGHTH GRADES

Green Acres School is one of this area's pioneer coeducational private elementary schools. After long growth, the school will add a seventh grade in the Fall of 1969 and an eighth grade in 1970, Mrs. Anne T. Goodrich, Interim Director, has announced at the school which is located in suburban Rockville at 11701 Danville Dr.

Green Acres was founded in 1934, the first integrated private school in the area, w with seven students. Green Acres has a flexible, innovative program designed to respond to a child's creative interests. Presently 234 students are enrolled. Bus service is provided throughout the NI area.

NI STUDENT ARTISTS CHALK UP HONORS

ANNE MASTERS, 17, created an award-winning fabric design featured in the March issue of Seventeen magazine. Anne's design was picked last year, when she was a Coolidge student. Pantsmaker has used the fabric in a pair of wide-legged pants.

Two Coolidge students won honors in the 1969 Scholastic Art Exihibition, sponsored by Scholastic Magazines, Inc. and the Hecht Co. WENDY WILSON's winning portfolio was selected to compete nationally for scholarships. JENNIFER BOOZER's mixed media work was judged an outstanding entry, for which she was given the Hallmark Award.

DONALD JOHNSON WINS FOOTBALL AWARDS

Donald Johnson, student at Rabaut JHS, won the Pass, Punt and Kick Contest Held in the upper Northwest District. He received an award from the Police Boys Club at ceremonies held at the school and was also given a trophy by the NI-sponsored Neighbors Knights Football Corporation.

DOLLARS NEEDED FOR DEEP SOUTH RIGHTS CAUSE

The Southern Rural Research Project is in danger of going the way of the Southern Courier (which died recently from lack of dollar transfusions). SRRP, with two black co-directors and a white legal counsel is doing significant work in the rural Alabama Black Belt and portions of Mississippi. They were instrumental in publicizing the hunger problem through the CBS documentary, "Hunger in America." Their 1967 summer survey constitutes the best understanding of the problems of really low-income black rural residents as far as hunger conditions and discrimination in farm programs are concerned. They are responsible for important legal suits challenging ASCS programs.

SRRP is indeed desparate for money. If you believe in work such as ARRP is doing send a contribution: Tax-deductible contributions for SRRP should be made out to: "Alabama Council on Human Relations - SRRP" or "ACHR--SRRP" and mailed to Alabama Council on Human Relations, Box 956, Selma, Alabama, 36701.

ACCOUNTING SERVICES NEEDED

Neighbors, Inc. would appreciate the services of a volunteer accountant to aid the Treasurer in preparing certain reports and auditing the books periodically. The work would amount to a couple of hours several times a year. Please call the NI office-RA 6-3454 if you can help in this way, or if you can "volunteer" a friend of yours who could help us. Thank you.

NI REPRESENTED AT HEARINGS OF RECREATION FACILITIES

Neighbors, Inc. was represented at the D.C. Recreation Hearings by Alfred A. Augustus, Chairman of the NI recreation Committee. Neighbors, Inc. has requested that a Community Center be built on the site now occupied by the Takoma Pool. The proposed Center would include an indoor-outdoor pool, (utilizing the present pool), a gym, conference rooms, activities rooms, a bowling alley, and multi-purpose areas for activities such as sewing, crafts, judo and karate, and a library-lounge area.

Additional lighting has been requested for the play area east of Coolidge High School which includes a baseball field, a softball field, hockey filld and a soccer and football field.

Urgent requests were made of the Hearing Board to consider the creation of recreation facilities at the Brightwood School or near-by, and in the area of North Portal Estates, west of 16th St. In both cases, the distance to a recreation area and the physical hazards of crossing streets are prohibitive to youngsters in search of a place to play.

CUB SCOUTS MEETING AT HOLY COMFORTER

Cub Scout Pack #23 now meets at Holy Comforter Church 9 A.M. each first Saturday. Next meeting April 5. Boys ages 8-10 are welcome and should call Willard Poteat, 723-6244 or William Powell, 829-0693 for details.

SAROYAN'S CLASSIC COMES TO THE NI AREA

William Saroyan's "Hello Out There" will be presented by the Holy Comforter Players on Sunday evenings, April 13, 20, and 27. Auditions are now being held to form the cast. Call Sue Riley, 726-2480 for info.

"Hello Out There" deals with the tragedy of existence in a world of violence and hate, but underlines the hope and faith that somewhere in this world people really do love each other.

PASSOW REPORTS AVAILABLE

Copies of the Passow Report - the Columbia University evaluation study of the DC School system - are available in the NI office. These can be borrowed by neighborhood residents. Besides those generally interested in what is going on in our schools in constrast to what OUGHT to be happening, community representatives to the Institute for Educational Development, members of the Budget Review Committees, and PTA members are encouraged to make use of this resource. Call NI Office, 726-3454, or drop in at 6400 Georgia Avenue (second floor).

CITIZEN PARTICIPATION IN POLICE WORK

Sixth Precinct Community Advisory Council has established a program making it possible for citizens to work in the Precinct Station at 1351 Nicholson St. N.W. according to NI representative to the Advisory Council. Community volunteers handle calls concerning non-police activity (housing, financial, legal problems, etc.) keep track of citizen contacts and also help in typing and filing. Volunteers have a chance at the same time to observe the police in action.

Volunteers usually work one evening a month from 7-9 P.M. and police officers will provide rides home after 9 for any who need it. Recruitment Chairman, Mrs. Majora B. Smith can sign you up or provide more information. Call her at 829-8755 after 6 P.M.

CLASSIFIED ADS

MIMEO MACHINE, used Gestetner model 220, good condition; modern silk screen dual cylinder process, $150, call weekdays 726-3454.

PIANO LESSONS for beginners and advanced, in Shepherd Park, Member Washington Music Teachers Assn., BA Brandeis U., Graduate work in musicalogy University of Illinois. Call Mrs. White, 726-1034; weekday mornings call WO 7-2704. Please do not call on Jewish Sabbath.

BABYSITTER SOUGHT for infant while mother works; will bring child to your home, 8 A.M. to 5 P.M.; call 882-1054.

MANY THANKS TO OFFICE VOLUNTEERS

The following volunteers have been of tremendous service in the Neighbors Office and at home during the month of February. Our hats are off to these ladies and to Mrs. Ruth Cogen, for organizing the program.

Mrs. Yetta Appel
Mrs. Gay Sa'adah
Mrs. Val Jenkins
Mrs. Bedelia Henderson
Mrs. Alice Mark
Mrs. Betty Peer
Mrs. Ethylyn DeStefano
Mrs. Beverly McGaughy
Mrs. Mattie Sparkman
Mrs. Dorothy Duncanson
Mrs. Trica Skidmore
Mrs. Joan Thelwell
Mrs. Nayme Coleman
Mrs. Frances Feldman
Mrs. Winifred MacNair
Mrs. Pauline Merck
Mrs. Barbara Cuban
Mrs. Laura Arner
Mrs. Peachy Murray
Junior Neighbors - Miss Sharon Green and Kerry Slaughter

NEIGHBORS INCORPORATED
North Washington Neighbors, Inc.
6400 Georgia Avenue, N.W.
Washington, D.C. 20012

NON-PROFIT ORGANIZATION
Washington, D.C.
U.S. Postage PAID
Permit No. 41781

Mr. Moreland Griffith Smith
Southern Regional Council, Inc.
5 Forsyth St., N. W.
Atlanta, Georgia 30303

NEIGHBORS, INC. 6400 Georgia Ave., N.W.

A CHANCE TO SHOW YOUR CULINARY SKILLS

The refreshments served at the ART & BOOK FESTIVAL last year were a welcome addition. Best of all, they were deliciously prepared —— by you!! Yes - all of those tasty dishes and baked desserts were donations. It was so successful that this year we plan to expand and add the novelty of particular ethnic foods for each meal. For instance, we'll have a Mexican Lunch and an Italian Supper, etc. The only way this can be done is with your help. So once again we are requesting your homemade donations. If we can start early enough this year we should be able to put this idea across and it should be fun. As soon as we receive your form we will contact you to make arrangements to pick it up. Any dish(es) you prepare will be greatly welcomed and much appreciated. Thanks.....

Mrs. Elma Denham (723-5652), and Mrs. Barbara Cuban (882-0986)
Co-Chairmen, Refreshments Committee, 1969 Art & Book Festival

BE SURE TO:

(1) Put your name on your pot or dish
(with masking tape, frosted Scotch tape, etc.)
(2) Attach the name and recipe to your dish
(we're hoping to publish a Neighbors' cook book)
(3) Line your pot or dish with aluminum foil so we can return the utensil as soon as the dish is frozen; otherwise we won't be able to return it until after the Festival.

DETACH FORM ON PERFORATION AND MAIL IT TO: Mrs. Barbara Cuban, 1436 Holly St., NW, Washington, D.C. 20012

NAME _____

ADDRESS _____ PHONE NO. _____

TYPES OF FOOD: (specify) SCANDINAVIAN _____ CHINESE _____

ITALIAN _____ MEXICAN _____ FRENCH _____ AMERICAN _____

SOUL _____ SPANISH _____ JEWISH _____ GREEK _____ OTHER _____

TYPE OF DISH: (please specify and list quantity)

CASSEROLE _____ MEAT _____ FISH _____ CHEESE _____

PUDDING _____ OTHER _____

DESSERT: Brownies _____ Cookies _____ Cupcakes _____

Sheet Cake _____ Streudel _____ Other _____

BREADS: Rolls _____ Bread _____ Muffins _____

USE THIS FORM TO VOLUNTEER YOUR SERVICES

VOLUNTEERS will be needed on June 21nd and 22nd for the Refreshment Committee of the Art & Book Festival. If you can help out in either of the following capacities, please let us know. Also, be sure to indicate how much time you can give. Circle any of these:

Cashier: Sat. a.m. _____ Sun. a.m. _____ No. of hours _____
Sat. p.m. _____ Sun. p.m. _____

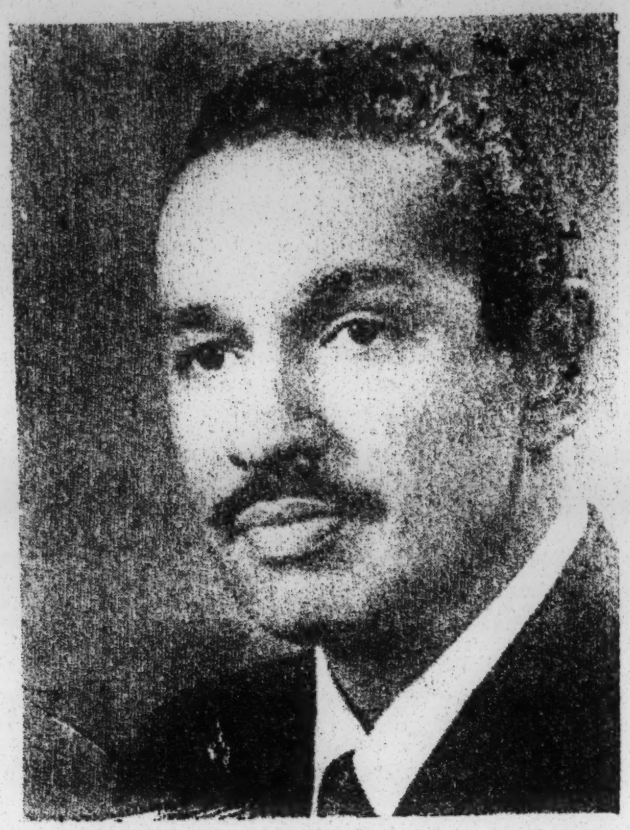
Serve Food: Sat. a.m. _____ Sun. a.m. _____ No. of hours _____
Sat. p.m. _____ Sun. p.m. _____

Collect Food Donations: _____

NEIGHBORS, INC. ANNUAL MEETING

Featured speaker CONGRESSMAN JOHN CONYERS

REP. JOHN CONYERS, JR., DEMOCRAT FROM DETROIT, IS A STRONG SUPPORTER OF D.C. HOME RULE, CIVIL RIGHTS, MEDICARE AND CONSUMER PROTECTION LAWS. NI IS PROUD TO HAVE HIM AS OUR SPEAKER.



WEDNESDAY, MAY 21ST, 1969

8 PM

SIXTH PRESBYTERIAN CHURCH
16TH & KENNEDY STS. NW

ALSO MEET WENDY WILSON, COOLIDGE SENIOR WHO IS GOING TO AFRICA THIS SUMMER WITH THE CROSSROADS AFRICA PROGRAM

ELECTION OF 4 AT-LARGE DIRECTORS

At this meeting 4 at-large Directors will be elected for two-year terms on the NI Board. The Nominating Committee will present a slate of candidates but other nominations may be made from the floor, provided the nominee has consented to run. All NI members are eligible to run; all members may vote and both husband and wife may vote if both are present.

ELECTION OF 4 MEMBERS TO NOMINATING COMMITTEE

Four non-director members will be elected to the Nominating Committee for one-year terms; the candidate receiving the most votes will be the chairman of the Committee. All nominations will be from the floor.

ELECTION OF NEIGHBORHOOD REPRESENTATIVES FOR BRIGHTWOOD, TAKOMA AND SHEPHERD PARK

Immediately following the general membership meeting, Brightwood, Takoma and Shepherd Park will hold neighborhood meetings to elect Neighborhood Representatives and Assistant Neighborhood Representatives. The term of office is two years; the Neighborhood Rep is a member of the NI Board. The Neighborhood Nominating Committees have nominated the candidates listed below but other nominations may be made from the floor. The Takoma and Shepherd neighborhoods will also elect one member each to fill vacancies on their respective nominating committees; all nominations for those positions will be from the floor. (The Manor Park neighborhood held its elections in a separate meeting April 29th.)

BRIGHTWOOD	FOR NEIGHBORHOOD REPRESENTATIVE:	Mr. Shirley Foley
	FOR ASSISTANT NEIGHBORHOOD REP:	Mrs. Lois Gant
TAKOMA	FOR NEIGHBORHOOD RPPRESENTATIVE:	Mr. Harvey Bullock
	FOR ASSISTANT NEIGHBORHOOD REP:	Mr. David Register
SHEPHERD	FOR NEIGHBORHOOD REPRESENTATIVE:	Mrs. Charlotte Kowitch
	FOR ASSISTANT NEIGHBORHOOD REP:	Mrs. Beverly McGaughy

****

MEETING ON EDUCATIONAL FACILITIES CHARRETTE, Monday, May 12th, 8 P.M. Roosevelt H.S. 13th & Upshur Sts. N.W. Sponsored by Ward 4 Board of Education member Mrs. Muriel M. Alexander. The CHARETTE is an exciting, dynamic new technique for planning school buildings within the context of total community planning needs. A major component of the CHARRETTE is community participation. To explain the CHARRETTE process at this meeting will be Walter E. Mylecraine, Assistant Commissioner for Construction Services, U.S. Office of Education.

****

BRIGHTWOOD PTA sponsors A SPRING FAIR at the school, 13th & Nicholson Sts. N.W., Saturday, May 17th, from 12 [illegible]

PAGE PARTIALLY ILLEGIBLE

BOOK CASHIERS, PRICERS & SORTERS NEEDED

The Book Committee is beginning to sort and price the books and would like volunteers to help with that now. During the Festival they will need lots of cashiers to keep those lines moving. To sign up for this work use the form below.

Mrs. Maryann Sewell (726-8858) and Mrs. Jo Ann Tepper (723-0387)
Co-Chairmen, Book Committee, 1969 Art and Book Festival

I CAN HELP PRICE AND SORT BOOKS _____, I CAN WORK AS A CASHIER AT TIMES BELOW:

Saturday, June 21st morning____ afternoon ____ evening ____

Sunday, June 22nd morning ____ afternoon____

NAME _____

ADDRESS _____ PHONE _____

Mail to Mrs. Jo Ann Tepper 1359 Kalmia Rd. N.W. Washington 20012

****

CRAFTS CASHIERS, BOOTH MANAGERS NEEDED

The Crafts Committee will need cashiers and in a couple of cases, booth managers for exhibitors cannot be present at the Festival (Appalachian "cottage industries," Liberty House in Mississippi, etc.) Unlike the Refreshments and Book Committees, the Crafts exhibit will be open at the Friday evening Reception and will need workers then, as well as throughout the Festival.

Mrs. Louise Stone (726-4230)
Crafts Chairman, 1969 Art and Book Festival

I CAN WORK AS A CASHIER _____

Friday, June 20th evening_____
Saturday, June 21st morning_____ afternoon_____ evening_____

I CAN WORK AS A BOOTH MANAGER_____

Sunday, June 22nd morning_____ afternoon_____

NAME _____

ADDRESS_____ PHONE_____

Mail to Mrs. Louise Stone 7605 Morningside Dr. N.W. Washington 20012

****

!! STILL TIME LEFT TO SHOW YOUR CULINARY SKILLS !!

Yes, there is still time to prepare those tasty dishes for the Art & Book Festival. The food platters were such a success last year we're repeating it and adding a new feature ---- ethnic foods for each meal. It depends on your cooperation - all of the delicious meals are homemade donations. Please fill out and send in the form, as soon as we receive it we'll contact you to pick up your dish. Thanks very much.

Mrs. Elma Denham (723-5652) and Mrs. Barbara Cuban (882-0986)
Co-Chairmen, Refreshments Committee, 1969 Art & Book Festival

BE SURE TO:
(1) Put your name on your pot or dish (with masking tape, frosted Scotch tape, etc.)
(2) Attach the name and recipe for your dish (we're hoping to publish a Neighbors' cook book)
(3) Line your pot or dish with Aluminum foil so we can return the utensil as soon as the dish is frozen; otherwise we won't be able to return it until after the Festival.

MAIL THE FORM ON THE BACK TO: Mrs. Barbara Cuban, 1436 Holly St. N.W. Washington 20012

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Mr. Moreland Griffith Smith
Southern Regional Council, Inc.
5 Forsyth St., N. W.
Atlanta, Georgia 30303

NAME _____

ADDRESS _____ PHONE _____

TYPES OF FOOD: (specify) SCANDINAVIAN _____ CHINESE _____ ITALIAN _____
GREEK _____ FRENCH _____ MEXICAN _____ AMERICAN _____ SOUL _____
SPANISH _____ JEWISH _____ OTHER _____

TYPE OF DISH: (specify and list quantity) CASSEROLE _____ MEAT _____
FISH _____ CHEESE _____ PUDDING _____ OTHER _____

DESSERT: BROWNIES _____ COOKIES _____ CUPCAKES _____ SHEET CAKE _____ STREUDEL _____
OTHER _____

BREADS: ROLLS _____ BREAD _____ MUFFINS _____ OTHER _____

****

VOLUNTEERS FOR REFRESHMENT COMMITTEE - Especially needed are cashiers and food servers for Saturday, June 21st and Sunday, June 22nd. Please indicate how much time you can give.

CASHIER: Sat. a.m. _____ Sun a.m. _____ No. of hours _____
Sat. p.m. _____ Sun. p.m. _____

SERVE FOOD: Sat. a.m. _____ Sun. a.m. _____ No. of hours _____
Sat. p.m. _____ Sun. p.m. _____

COLLECT FOOD DONATIONS: _____

TELEPHONING: _____

File

WENDY WILSON WILL WALK TO GET TO AFRICA

WILL YOU SPONSOR HER?

"AFRICA TREK" MAY 17 IN ROCK CREEK PARK

WENDY WILSON, A SENIOR AT COOLIDGE HIGH SCHOOL, IS ONE OF 12 D.C. AREA YOUTH WHO HAVE BEEN SELECTED TO WORK IN COMMUNITY DEVELOPMENT PROJECTS IN AFRICA THIS SUMMER WITH THE CROSSROADS AFRICA PROGRAM. NEIGHBORS, INC. IS SERVING AS THE ORGANIZATIONAL SPONSOR FOR WENDY.

THE "AFRICA TREK" IS SPONSORED BY CROSSROADS AFRICA AND THE AMERICAN FREEDOM FROM HUNGER FOUNDATION. THE MONEY RAISED WILL BE USED TO SEND THE D.C. STUDENTS TO AFRICA THIS SUMMER, TO SEND 3 HOWARD UNIVERSITY GRADUATE STUDENTS TO DO A NUTRITION SURVEY IN SEVERAL AFRICAN COUNTRIES, AND TO SUPPORT AN INNER-CITY PROJECT HERE IN D.C., TO BE SELECTED BY THE YOUTH COMMITTEE OF CROSSROADS AFRICA.

THE HONORARY CO-CHAIRMEN OF CROSSROADS AFRICA ARE THE HON. CHESTER BOWLES, THE HON. WILLIAM O. DOUGLAS, AND THE REV. THEODORE M. HESBURGH. DR. JAMES H. ROBINSON IS ITS EXECUTIVE DIRECTOR.

AS THE WALKERS ON THE "TREK" PROCEED ALONG THE 26-MILE ROUTE THEY WILL PASS BY A SERIES OF CHECKPOINTS, LOCATED IN FRONT OF VARIOUS AFRICAN EMBASSIES, TO HAVE THEIR TREK CARDS STAMPED. IN THIS WAY WENDY CAN SHOW YOU THE EXACT DISTANCE SHE HAS WALKED.

AFRICA ®

YES, I'LL SPONSOR WENDY WILSON ON THE "AFRICA TREK"

I pledge ____10¢ ____25¢ ____50¢ ____$1 for each mile she walks on the Trek, May 17, 1969.

NAME _____

ADDRESS _____

_____ ZIP _____

PHONE _____

Neighbors, Inc.

0 GEORGIA AVENUE, N.W. • WASHINGTON, D. C. 20012 • (202) RAndolph 5-3454

NI FAMILIES ARE INVITED TO JOIN THE TREK

IT STARTS AT THE ROCK CREEK PARK NATURE CENTER

IN ROCK CREEK PARK

The hikers will mainly be young people from high schools, prep schools and community youth groups—joined by interested and agile adults. They will all find sponsors from among their friends, family, teachers, doctors, lawyers, pastors and local businessmen, who will promise to pay them a certain sum for each mile they walk.

On Saturday, May 17, starting at about 7 o'clock in the morning, the hikers will walk a 26-mile route through Rock Creek Park, passing by the different African embassies or ambassadors' residences in or near the park. Each embassy will mount a small display giving a bird's-eye view of its country.

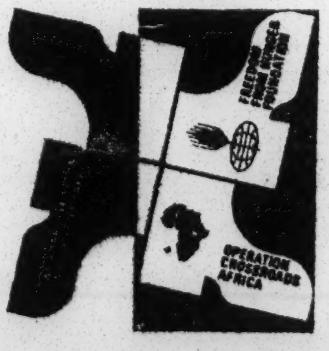
At checkpoints along the route, hikers will have cards stamped to show how far they have walked. After the walk, hikers will take these cards to their sponsors and collect the money promised them.

At the end of the day, there will be a ceremony of awards. These awards will be given, for example, to the first hikers to come in, the largest group to walk and the individual who collects the most money.

With the cooperation of the Park Police, the Metropolitan Police and cadets from several schools, there will be adequate provision for security.

There will also be First Aid stations and easily identifiable cars (carrying the emblem of the trek) to pick up tired walkers and take them to these stations or to the finishing point, if necessary.

All hikers will be out of the park before dark.



NEIGHBORS, INC.
6400 Georgia Avenue, N.W
Washington, D. C. 20012

MAY 17

Neighbors INK

MAY 1969

VOL. 11 No. 5

File

BRIGHTWOOD PTA DEMANDS DEMOUNTABLE

In a letter to Board of Education President James E. Coates the Brightwood Elementary School PTA has requested immediate assurance that the promised six-room demountable will be ready when school opens in the fall. The letter, signed by 236 parents and the entire faculty, pointed out that the money has been appropriated but actual construction has been continually delayed without explanation.

This year 4 classes (115 children) met in the auditorium and the situation will be even worse in the fall because of a larger enrollment. The PTA stated its readiness to take necessary further action if a firm starting date is not set soon since the construction will take approximately 3 months.

NI GARDEN CLUB RECEIVES AWARD

The Neighbors, Inc. Garden Club received a $25 award from the National Capital Federation of Garden Clubs, Inc. for selling the most tickets to the Flower Show held at the Armory in March for a garden club with less than 35 members.

PURCHASE OF REGENCY HOUSE APPROVED BY HUD

In early May the federal Department of Housing and Urban Development approved the financing for D.C.'s purchase of Regency House but stipulated that $75,000 of the purchase price will have to be privately raised. Mayor Washington has secured the necessary private financing. On upper Connecticut Ave., Regency House will be the first public housing project west of Rock Creek Park; the 10-story, 172-unit will be for the elderly.

The hotly-disputed purchase was being watched by big city housing authorities as a precedent-setting case. Neighbors, Inc. supported the acquisition in testimony and last month joined a large number of organizations in urging affirmative action by HUD.

REMINDER - The Junior Neighbors job agency phone number is 526-7372, manned by Miss Sylvia McRoy. These hard-working area teens do babysitting, yard work, house chores, etc.

SAFETY MEASURES TAKEN NEAR SHEPHERD SCHOOL

As the result of a letter from Mrs. Charlotte Kowitch, NI Shepherd Neighborhood Representative, the Department of Highways and Traffic has announced the following steps to improve traffic and pedestrian safety near the Shepherd Elementary School:

* converting electrical signs on Kalmia Rd. to flash "Pedestrian Crossing" 7 days a week, 7 AM - 8 PM
* painting wide diagonal lines at the 14th St. and Kalmia Rd. crosswalks
* placing speed limit signs (both directions) on Kalmia Rd. between 16th St. and Georgia Ave.
* installing "Stop Ahead" signs for both directions of 14th St. traffic
* prohibiting curb parking on the north side of Kalmia Rd. immediately east of 14th
* replacing "Yield" signs with "Stop" signs on Iris St. at 14th

In a sentence which ought to win a prize for diplomatic wording the letter also stated, "Officials of the Metropolitan Police Department have been contacted in regard to the matter of curbing the tendency on the part of any motorist to employ excessive speed in the area."

D.C. BANS OPEN TRASH, LEAF FIRES

The new D.C. air pollution regulations,which went into effect May 1st, prohibit the open burning of trash and leaves but do not apply to cooking fires such as in picnic grills. All waste material, including trash and leaves, must be burned in approved incinerators or furnaces. The ordinance will be enforced by the Health Department and carries penalties of fines up to $300 and imprisonment up to 90 days, or both.

RABAUT STUDENTS TOUR PUERTO RICO

A group of 48 Rabaut Junior High students had a glorious trip to San Juan, April 7-12. The trip was sponsored by the Spanish Club, under the direction of Mrs. Green and Mr. Fabilos. Accompanying the students were Dr. Graves, Mr. Dixon, Mrs. Saunders and Mrs. Allen.

NEIGHBORS, INK is the newsletter of Neighbors Incorporated (North Washington Neighbors, Inc.) a non-profit self-supporting community organization.

Contents of NEIGHBORS INK do not necessarily reflect the official position of the organization except where official action of the Board of Directors is being reported. Published monthly, INK is not copyrighted.

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AN INTOWN, INTERESTING, INTEGRATED COMMUNITY

JUNIOR NEIGHBORS PRESENTS BOOKS TO COOLIDGE

At a ceremony at Coolidge High last month Junior Neighbors presented the school with sets of books bought with the proceeds of the group's November dance. The presentation was made by Ted Hagans, III, and Dana Ellinger, JN's president and vice president, and was received by Principal William Rountree. So that the books may be used in regular classwork, the group bought 35 copies each of the seven titles - Crime and Punishment, A Farewell to Arms, The Fixer, Black Voices, One Flew Over the Cuckoo's Nest, Black Rage, and The Soul of Black Folk. The list is being circulated in the English Department.

MANOR PARK ELECTS WARNER, GRAHAM

At the Manor Park neighborhood meeting, held on April 29th at Albright Methodist Church, Frank Warner was elected Neighborhood Rep to the NI Board, and Mrs. Barbara Graham, Ass't. Rep. Both were elected unanimously and will serve 2-year terms. The candidates were nominated by the neighborhood nominating committee Mr. and Mrs. George Coleman, Wayne Kirk and the Rev. Woodrow Bartges. Along with our congratulations to Mr. Warner and Mrs. Graham, goes our appreciation to the out-going office holders, John N. Thurber and Mrs. Evelyn Sellers for their dedicated service the past two years.

GOING AWAY FOR THE SUMMER?

Like to meet your mortgage payments painlessly? The Housing Information Service has received requests for short-term rentals. If you would consider renting your house for a month, 6 weeks or more, call Mrs. Nancy Smith, 829-9623.

FREEWAY FIGHT CONTINUES

NI Vice President Joe Hairston and Transportation Committee chairman Bill Peer were among the 100 representatives of community groups who met with Deputy/Mayor Fletcher to protest his reported comprimise with Congress on freeways vs. rapid transit. Press reports indicated Fletcher has agreed to modify the city approved limited freeway program in return for Congressional release of rapid transit funds.

The City Council unanimously opposed the deal. The community groups considered it a sell-out. As a result of this opposition, the negotiations were broken off.

PARKING AUTHORITY

The NI Transportation Committee is also keeping a close watch on proposals for a Parking Authority for the District. The current Tydings-Broyhill bill would give an Authority responsibility for providing additional parking facilities downtown and the power of eminent domain. Various community organizations, including the Emergency Committee on the Transportation Crisis, oppose the eminent domain power to take private land and buildings for private parking operators' use. They also oppose anything that would encourage more private automobile commuter traffic into the city.

The city has declined to take a position on the proposed legislation. Citizen groups are demanding City Council hearings before action is taken, but several members of Congress have objected to this as "a limited type of home rule" on the Parking Authority issue.

OPEN HOUSE FOR NEW RESIDENTS HELD

Mrs. Barbara Cuban, chairman of the Membership and Hospitality Committee, held a special open house for new residents at her home on April 20th and reports there was an excellent turnout of new neighbors. She extends her many thanks to the following bakers: Mrs. Janet Feldman, Mrs. Sarina Hirshfeld, Mrs. Mildred Phillips, Mrs. Yetta Appel, Mrs. Sue Swisher, Mrs. Delores Morris and Mrs. Liz Waldo.

PAULA EDWARDS received a big write-up in the Post - not to mention a $3000 scholarship - for taking 3rd prize in the Betty Crocker All-American Homemaker of Tomorrow contest. She will attend Radcliffe College next year.

BOOKS, BOOKS, BOOKS NEEDED

The Art and Book Festival Book Committee reports that it still needs lots of books for the Festival. We take all kinds but especially wanted are children's books. FOR FREE pickup call Mrs. Martha Freeman, 726-0555, or Mrs. Brenda Bell, 723-2010. Also, tell your friends, relatives and co-workers that NI needs books (donations are tax-deductible).

BRIGHTWOOD PTA ELECTS OFFICERS

The Brightwood PTA met on May 12th and elected the following officers for 1969-70:
President ---- Mrs. Ruth Pearl
First Vice President ---- Mr. Burnell Irby
Second Vice President -- Mrs. Sylvia Samenow (Principal)
3rd Vice President --- Mrs. Gloria Dunmore
4th Vice President --- Mrs. Yvonne Malone
Treasurer ---- Mr. Howard Williams
Recording Secretary ---- Mrs. Sheila Betts
Corresponding Secretary --Mrs. JoAnn Harrison

The Brightwood Fair was held May 17th and was a big success. The PTA announces its thanks to the following merchants: Carolina Market, Curtis Chevrolet, Frank the Barber, Warner Washeteria, Colorado Pharmacy, Ida's Department Store and Jacobs Paper Goods.

IT'S S*U*N*D*I*A*L TIME!

Registration for the Sundial program at Takoma, Ft. Stevens and Shepherd Recreation Centers will be held during the week of June 2. The cost is $7.50 for two weeks of the program which will run in sessions from June 23 until August 15. Children must be 3 years old to participate.

TENNIS, ANYONE?

Free lessons will be given at the Ft. Stevens Recreation Center beginning June 16 at 1 PM. Open to everyone 7 years old and over. Registration will begin May 29. Contact the Center for more information.

BASEBALL'S THE THING

Get in the swing! Baseball teams are now forming at the Takoma Rec Center. Get down there now and join the swingers.
ADULT SOFTBALL TEAMS are now playing at the Center from 6 PM 'til dark. The teams meet Mondays & Wednesdays, and Tuesdays &Thursdys.

REMINDER - INSTITUTE DIALOGUE SUNDAY, MAY 25th - Rabaut Jr. High, North Dakota & Kansas Aves. N.W. 2-6 P.M. Parent-teacher communications.

MEETING ON EDUCATIONAL FACILITIES CHARRETTE HELD

On May 12th at Roosevelt High School Walter E. Mylecraine, Ass't U.S. Commissioner for Construction Service, Office of Education, outlined a dynamic, new technique for planning and designing schools. Called an Educational Facilities Charrette, the process consists of intensive, almost non-stop planning sessions held for about 2 weeks among all segments of the community affected by the new school and all public agencies involved in building the school. The process also makes active use of outside consultant-participants such as educators, architects and engineers. Community groups in Ward 4 including Takoma, are considering use of the charrette technique. The meeting was sponsored by Board of Education member Mrs. Muriel M. Alexander.

KENT AMOS has been inducted into the honorary academic fraternity Alpha Kappa Mu - quite an achievement as he is only a junior. Kent is a '64 Coolidge grad and was recently elected student body president for the coming year at Delaware State University.

MRS. MAURICE M. JOHNSON has been awarded an Eugene and Agnes Meyer fellowship for the summer. She will travel in Hawaii and the western part of the U.S.

FRANK DeSTEFANO spoke recently to the Takoma Park (Md) Community Action Forum, urging a str stronger housing code and an application for federal funds to assist homeowners in complying with it.

ANGELA UNDERDUE, Coolidge trumpet player, has been accepted by the Eastern Music Festival to be held this summer in Greensboro, N.C.

BUSY MRS. ESTER PETERSON, former Ass't. Secretary of Labor and Consumer Advisor to President Johnson for three years, has been nominated as president of the Woman's National Democratic Club. She is also writing a book and serving as a part-time consultant to the Amalgamated Clothing Workers Union, AFL-CIO.

MRS. HOWARD JENKINS, was named as acting chairman of the D.C. Republican Committee to fill the vacancy left by the former chairman who was named to the city council. Mrs. Jenkins is the first Negro to head the local party committee.

POLICE BEAT - 6th PRECINCT

In April the police cut back their "extra visibility" foot patrols and special evening-hour patrols. The crime rate dropped, too. It may be that with a larger force and less overtime the Department operates at greater efficiency. For 2 years patrolmen worked one day of overtime per week; now they average one every 3 weeks. It's less expensive to pay one man regular salary for five days than to pay 5 men for a day of overtime each. The larger force has plenty of patrol cars and is considering more scooters.

In reading the figures below remember that the 6th Precinct has about 65,000 people.

6th Precinct	Feb.	March	April
Robberies	76	61	45
Auto theft	25	34	28
Rape	0	1	0
Homocide	3	1	1
Burglary 1 ..... (somebody home)	5	14	11
Burglary 2 ..... (nobody home)	69	63	60
False Fire Alarms	15	33	37

OPENING OF TAKOMA POOL DELAYED

Due to the lack of funds, Takoma Pool along with 31 other pools in the District, will not open on the usual holiday weekend. It is fervently hoped that the end of school will signify the beginning of swimming days at Takoma and the beginning of swim classes for all ages. ages. Classes planned for the summer are as follows:

Tots Class: Children (toilet-trained) to age 6. Classes will be held at 11 A.M. If there is a large enrollment, there is also a possibility of a 10 A.M. class.

Ages 7 - 15: Classes for these ages will be held from 9 A.M. to 11 A.M. depending on swimming ability.

Adult Classes: Classes for adults will be held two nights a week, depending on schedules and number of registrants.

Team Activities: Applications for the Swimming and Diving teams will be taken at the Pool and try-outs will be held. Contact Mr. Cyrus for more information.

THANKS TO RUTH COGEN, WELCOME TO EVELYN WRIN

For more than a year Mrs. Ruth Cogen has quietly and diligently performed a vital function for NI - that of Coordinator of Volunteers. It's a job that never has its big day, it just goes on and on. Ruth has now trained a successor, Mrs. Evelyn Wrin, and, as we welcome her, we also want to let Ruth know how much we appreciate the fine job she has done.

THANKS ALSO GO to our April volunteers:

Mrs. Yetta Appel	Mrs. Frances Feldman
Mrs. Winifred MacNair	Mrs. Nan Mould
Mrs. Beverly McGaughy	Mrs. Laura Arner
Master Daniel McGaughy	Mrs. Bedelia Henderson
Mrs. Mattie Sparkman	Mrs. Mayme Coleman
Mrs. Blanche Bradley	Mrs. Geri Berkman
Mrs. Trica Skidmore	Mrs. Dorothy Duncanson
Mrs. Betty Peer	Mrs. Ann Hairston

1969 SUMMER MUSIC CLASSES - FREE

Free music classes will be held by the D.C. Youth Orchestra Program at Coolidge High this summer from June 24th to August 2nd. The lessons are open to all D.C. students, beginners thru advanced, on all instruments except piano and electric guitar. No previous experience is necessary and students do not have to have their own instruments. The classes will be held Monday thru Friday, 9 A.M. - 1 P.M. For further information call Director Lyn G. McLain at 723-1612 or the Music Office, ST 3-6111, ext 518, or NA 8-6000, ext 2586.

RED CROSS HOSTESSES NEEDED AT WALTER REED

The American Red Cross urgently needs hostesses for dances and parties for patients at Walter Reed. Hostesses must be 18 years of age or older, single or married, and be willing to serve 2 or 3 evenings a month. The activities are held Monday through Thrusday 7:30-9 P.M. If you are interested please call Mrs. Jean Price, Volunteer Chairman of Entertainment and Hostesses, at 929-1933 or 929-3388 anytime, including evenings and weekends.

********** CLASSIFIED ADS **********

FOR SALE: Heathkit GR-24, AM full size, portable radio, 6-4 spkr, $15. 726-7364.

SPRING KNOLLS NURSERY SCHOOL, 7900 Eastern Ave N.W. Now registering for Fall. Morning classes for 3 & 4 yr olds. Integrated, cooperative. Call Kay McNett, 587-5193 or Debra Berger 723-2117.

SAFETY MEASURES NEAR SHEPHERD SCHOOL HELD INADEQUATE; PTA ROLE NOTED

After the printed section of the INK went to press more information was learned about the safety measures which have been taken near the Shepherd Elementary school, reported on page 1. First, we owe an apology to the Shepherd PTA, for it was that group which took the lead in pressing for the safety steps.

We also learned that the PTA and Mrs. Kowitch regard the measures taken thus far as inadequate, though they are improvements. Still needed are effective measures to slow down traffic on 14th St. and Kalmia Road. Possible means of doing this include posting and enforcing a 15 mile-per-hour speed limit, creating a 4-way stop, or the installation of rough pavement, similar to that before highway toll booths.

PLANNING COMMITTEE MEETS, SEEKS MEMBERS

NI's Neighborhood Planning committee met recently and considered a number of possible study and action projects. The committee, chaired by Ray Hay, is concerned with the overall physical development and facilities of the area. Major projects include work to ensure rational, well-planned development in the area of the Takoma subway stop and the possibility of getting a federally assisted housing code enforcement in part of the NI area. The program copules intensive code inspections in a given area with grants and low interest loans to help homeowners make the necessary repairs.

The committee will also be looking into the proposed moves of the 6th Precinct police station and the Cedar Street library. The committee discussed the possibility of obtaining assistance under the new federal anti-crime legislation.

THE NEXT MEETING OF THE COMMITTEE WILL be Tuesday, June 10th, 8:30 PM at the home of Ray Hay, 517 Cedar St. N.W. All NI members and area residents concerned with these or related problems are cordially invited.

CHARLIE BYRD CONCERT TO HIGHLIGHT A&B FESTIVAL

A Saturday evening performance by Ginny and Charlie Byrd will be the highlight of the 1969 Art & Book Festival. They will perform at the International Cafe and Cabaret, a new festival event. Also on the program that evening will be "The Sons of Society" and Roberta Washington and her "Music Makers." The Festival will also feature a group of Haitian dancers, and the Erika Thimey Dance Troupe.

Especially for children there will be a "paint-in," storytelling, a sing-a-long, and a magician's show with audience participation. Also for the younger set will be pony and other rides, and free movies including Pet Elephant, Clay, Whistle for Willie and Family of M'Gumba.

The traditionally excellent craft and art exhibits will be better than ever and will have a number of new features - watch for details later.

UPPER NORTHWEST INTER-AGENCY COMMUNITY COUNCIL

An Upper Northewst Inter-Agency Community Council has been formed by the Community Development Office of the D.C. Government. Sidney A. Shore is the Community Liaison Officer designated to serve as the staff person for the council. The Council will be a clearinghouse body rather than an action agency. All organizations are encouraged to be part of the Council, including civic, business, religious, school, libraries, cultural, youth, police, recreation, or whatever there is.

At the latest (the 3rd) meeting of the Council, Principal Armstead of Paul Jr. High explained the distributive education work-study program to be implemented soon. He also voiced the need for businesses in the area to provide "job stations" to give students work experience.

For further information on the Council call Mr. Shore at the Petworth Library, 723-6157

NEIGHBORS, INC.
North Washington Neighbors Inc.
6400 Georgia Avenue, N. W.
Washington, D.C. 20012

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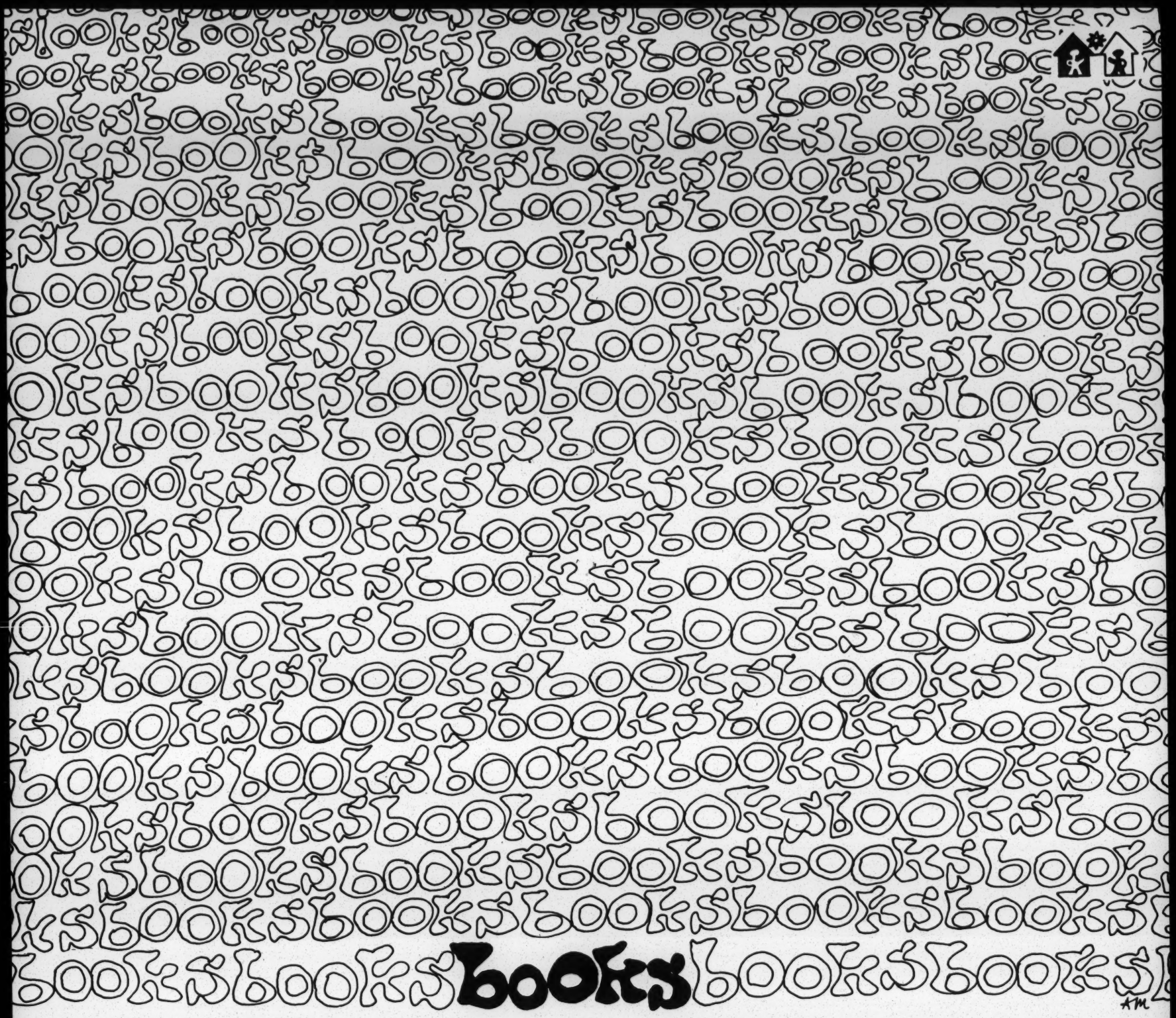


neighbors, inc. needs books and records

neighbors, inc., art & book festival 1969

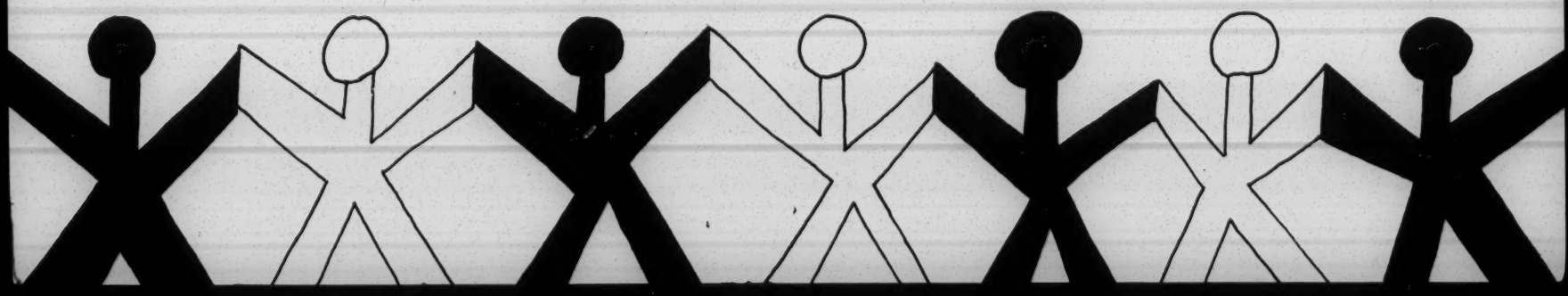
calvin coolidge high school june 21 - 22

for free pick - up call:

mrs. martha freeman/726 - 0555

mrs. brenda bell/723 - 2010

mrs. anita blake/726 - 7203



Neighbors INK

APRIL 1969

VOL. 11 No. 4

COOLIDGE SENIOR WENDY WILSON OFF TO AFRICA

Contributions Needed for NI Sponsorship

Neighbors, Inc. has undertaken to provide sponsorship of Miss Wendy Wilson, a senior at Coolidge High School, to participate in the Operation Crossroads Africa summer project. Miss Wilson will be among a dozen D.C. area students participating this year.

Miss Wilson has written the Members of Neighbors, saying in part, "I cannot thank you enough for being my sponsor for the Crossroads Africa Program. With the support of my community, I may be able to fulfill not only the dreams that I have had, but perhaps the dreams of my ancestors."

Miss Wilson will live with 12 or 15 other American youths and together with African youths, will build a school, a road or perhaps a small bridge. She will visit three African countries in all, but does not yet know which country she will live and work in.

Miss Wilson first learned of Crossroads Africa through her father's (Ernest J. Wilson, Jr.) acquaintance with Dr. James H. Robinson, originator of Crossroads, and of her father's own visits to several African countries. Miss Wilson has a head start in the use of other languages. Through involvement in a hospitality service for diplomats she is fluent in Spanish, and has conversational ability in French. She also has begun building her vocabulary both in Swahili and Arabic.

INK readers will recall from the last issue that Miss Wilson is a talented artist; her prize-winning portfolio in the 1969 Scholastic Art Exhibition was selected to compete in the national contest.

In order to go on the trip, Miss Wilson must raise $1,000 to pay for part of the expenses involved, and NI has agreed to help her raise that amount. YOU CAN HELP by sending your tax-deductible contribution to Neighbors, Inc., earmarked "Wendy Wilson/Crossroads Africa." An "Africa Trek" through Rock Creek Park will be held on Saturday, May 17 to raise funds for all area participants in this year's program. Watch the papers for further details about the "Trek" or call 638-3314 for additional information.

NEIGHBORHOOD MEETINGS WILL ELECT REPRESENTATIVES

Each of the four Neighborhoods in the NI Area will elect a Neighborhood Representative to serve on the NI Board of Directors, as well as an Assistant Representative. Shepherd, Takoma and Brightwood Neighborhoods will fulfill this function at Neighborhood caucuses following the general meeting in May. Manor Park will hold a special neighborhood meeting for this purpose (see story).

NI ELECTIONS TO BE HELD AT GENERAL MEETING OF NEIGHBORS MEMBERSHIP IN MONTH OF MAY

The specific day has not yet been named, but NI's Annual General Membership meeting will be held in the latter part of May. Four At-Large Directors are to be elected at that meeting. They will each serve two-year terms. A special notice will be mailed reporting the candidates named by the nominating committee, but nominations may also be made from the floor if the nominee has given his consent. Four non-director members will also be elected to serve on the Nominating Committee for the coming year, the person with the most votes becoming Chairman. All nominations for the Nominating Committee will be made on the floor of the meeting.

MANOR PARK NEIGHBORHOOD MEETING ON APRIL 29

Tuesday, April 29th, 8:00 p.m., at Albright United Methodist Church, 4th & Rittenhouse Sts. is the time and scene of the Manor Park spring Neighborhood meeting.

MRS. MURIEL ALEXANDER, D.C. School Board member, and MR. PHILIP DAUGHERTY, D.C. City Councilman, will be the featured speakers. There will also be a report on the pilot street cleaning program, and on plans for expanding it.

The Neighborhood Representative to the NI Board and an assistant will be chosen at this meeting. A special notice reporting the Neighborhood Nominating Committee's Candidates for the two posts will be sent to all Manor Park members in advance of the meeting. Nomination for both posts can also be made at the meeting, if the nominee has already given his consent. The election is for two-year terms.

Manor Park is bounded by Ingraham St., Van Buren St., Georgia Ave., and North Capital St. Any neighborhood issue may be raised at the meeting, so all Manor Park residents are urged to attend. For further information, call Manor Park Neighborhood Representative, John Thurber, 882-3267.

EXCITEMENT COMING TO NI!!

NI Art and Book Festival Promises Good Times!

American Indians, Hatian dancers, International foods, Appalachian arts and crafts, thousands of used books and records at bargain prices, and art work ranging from four and five-year-old Head Starters' efforts to works by such Washington luminaries as Peter Weil, Alexander Russo and Ming Wang - - - all these are in the works for the 1969 Neighbors, Inc. Art & Book Festival. Surely, this year's event is going to be the best ever! Mark your calendar now for June 20, 21 and 22, at Coolidge High School, 5th & Tuckerman Streets. (This month's Art & Book Festival Guessing Game: How many items in this issue can you find, which tell you more about the NI A&B Festival???)

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PARTICIPATORY DEMOCRACY - AN EDITORIAL

The guessing game mentioned in the page 1 Art & Book story may be a bit too cute, and not all serious. But it is in all seriousness that the reader is challenged to identify the items in this issue that deal with participatory democracy.

I don't think I can define it, but I certainly can show it to you: The Boston Tea Party, to begin with; the Green Mountain Boys; the still operative New England Town Meetings; and even closer to home, the Takoma PTA.

It may be that new things will happen to shape the life of our communities and nation because people are willing to be counted for justice and free speech.

But "new things" don't "just happen". It takes a lot of work by a lot of people. And not enough of the disenfranchised population of this latter-day plantation called the District of Columbia are willing to risk time and money in order to make things happen.

Black people are teaching the rest of America how to raise an effective voice of power within the deadening halls of bureaucratic government. But a few black people are not enough. A small band of Takoma PTA-types is not enough.

No responsible citizen can sit in his hard-earned comfort of home and security while free speech is being threatened, bureaucratic processes are overwhelming us, and in DC nearly one million people are still disenfranchised. It takes the whole people, responsibly involved in the action. To be sure, each man to his own thing, but each self-respecting citizen must join the action to make the several American dreams come into full reality.

NI AND PLAYBOY

Neighbors, Inc. is mentioned on Page 233 of the April 1969 Playboy magazine in an article by NI resident Phil Meyer. The article is on the law of probability.

NEIGHBORS INK REDESIGNED IN PILOT PROJECT

This issue is the first of INK to be printed. The photo-offset process has been done for NI by Mr. Jerry Smith of The Washington Press on Georgia Avenue. This process will be used for a three-month trial period, authorized by the NI Board at the March meeting. Hopefully we can sell advertisements to serve both the needs of INK and the merchants of the NI area.

The new process has brought about changes in the schedule of volunteer services, and will affect in some measure the mailing date of INK. The comments and suggestions of readers are requested in order to help smooth out the new process and format.

COMMUNITY CALENDAR

Monday, April 28 - FREE RABIES SHOTS, see story for details.

Tuesday, April 29 - MANOR PARK NEIGHBORHOOD MEETING, 8 P.M., Albright U.M. Church

Friday, May 2 - OPEN HOUSE, 9 P.M., 737 Butternut Street, N.W.

Friday, May 9 - OPEN HOUSE, 9 P.M., 1423 Hemlock Street, N.W.

Wednesday, May 14 - NI BOARD OF DIRECTORS - 8:30 PM Emory U.M. Church, Georgia Avenue & Quackenbos Streets, N.W.

Thursday, May 15 - NI EDUCATION COMMITTEE (Call NI Office to Confirm) 8:15 P.M., Takoma Recreation Center, 3rd & Van Buren Streets, N.W.

Friday, May 16, COPY DEADLINE, May Issue of INK.

Saturday, May 17, AFRICA TREK - Rock Creek Park

Saturday & Sunday, May 17/18 - FESTIVAL OF FLOWERS See Story for details.

May ? - NI GENERAL MEMBERSHIP MEETING - Watch for Announcements

Friday, Saturday, Sunday, June 20/21/22 - ART AND BOOK FESTIVAL, Coolidge High School

NI RESIDENTS CHAIR URBAN COALITION FORCES

Robert C. (Bobby) Mitchell, NI resident and flanker back for the Redskins, is co-chairman of the Metropolitan Washington Urban Coalition Task force will study unemployment, under-employment, and job training of inner-city residents. This is only one of many community efforts in which Mitchell participates.

The Rev. Channing Phillips has been named a co-chairman of another Urban Coalition task force on improvement of community living conditions. Emphasis of this task force will be action, not study, on problems of housing, consumer affairs, recreation and citizen-government relations.

*** YOU ARE INVITED - BYOL - MAY 1969 ***

Open Houses in the Month of May are scheduled:

Friday, May 2, 9:00 P.M. - ?
Home of Mr. and Mrs. Harry Schafft
737 Butternut Street, N.W.

Friday, May 9, 9:00 P.M. - ?
Home of Mr. and Mrs. Chris Mould
1423 Hemlock Street, N.W.

*** YOU ARE INVITED - BYOL - MAY 1969 ***

COOLIDGE STUDENT JEAN DOONG WINS $1,000 REGIONAL AWARD

Miss Jean Doreen Doong has been selected from among 62 local winners to receive the Youth Citizenship Award from the South Atlantic region of the Soroptimist Federation of America. Theaward includes a $1,000 prize. Miss Doong, an honor student at Coolidge High School, entered the competition as winner of the Soroptimist Club of Washington's Youth Citizenship Award, which included a $100 savings bond. The 18-year-old Miss Doong was born in China and lives on Kennedy Street, N.W.

FOOD STAMPS IN THE DISTRICT

The District of Columbia ranks second among major cities in the number of non-welfare persons receiving food stamps. 13,741 non-welfare persons receive stamps in D.C. Los Angeles is the only city with greater participation among those not receiving public assistance.

NATIONAL NEIGHBORS GROUP TO BE FORMED
Three from NI participate in conference

The National Committee on Tithing in Investment has announced the establishment of a National Neighbors organization which will be a national agency for multi-racial neighborhoods. The announcement was made by Rep. Donald M. Fraser (D-Minn.), Chairman of NCTI, which is a non-profit, tax exempt organization which promotes investment in open housing.

The National Neighbors proposal resulted from a conference sponsored by NCTI held March 27-30 at Carleton College, Northfield, Minnesota. Neighbors, Inc. Vice President Joe Hairston, Executive Director Ed Hollander, and former Chairman of Real Estate Committee Larry Pearl were in attendance. They were among leaders from 12 integrated communities represented at the conference. Other cities included Philadelphia, Shaker Heights, Ohio; Cincinnati, Indianapolis, Chicago, St. Louis, Oklahoma City, Denver, Los Angeles and New Rochelle, N.Y.

The new organization will operate initially under the sponsorship of NCTI until a national founding convention is held to set up the group as an independent agency. Conference participatns will serve in the interim as an Advisory Board for National Neighbors.

TAKOMA CONTRACT ACTUALLY TERMINATED

The victory on the "new" Takoma School announced in last month's INK was not actually the full victory we really sought, but the first major victory won after a two-year struggle. Careful reading of the March report shows correctly that the School Board vote recommended termination of the contract to the D.C. government and Mayor.

Mayor Washington did come through, however, and the contract was terminated, and the contractor has moved from the site.

The Takoma PTA and citizens, together with other interested people have since been working feverishly toward developing new plans for the Takoma replacement. Two major meetings have been held, the latest on April 17 where ideas for the new school were shared. The community school planning committee, chaired by Carol Rende, has created the following sub-committees: Design and Research, chaired by Loretta Hanes; Architectural Resources, Sterling Ament; Publicity and Community Relations, Carl Fauntleroy; Educational Philosophy, Peachy Murray; and Political Strategy, Frank DeStefano. The Committee and subcommittees are all open to new interested persons, and anyone may pitch in to help by calling Carol Rende at 726 4971. The educational philosophy subcommittee is especially active at the moment and seeks the views of everyone in the Takoma area; those interested should call Peachy Murray at 882-4010.

Citizen Participation with elected government has been proved effective; the follow-through on the part of the citizens will produce unassailable testimony in support of participatory democracy.

NI A&B FESTIVAL CALLS FOR COOKS

Cooks are needed to produce their finest for the NI Art & Book Festival. Have you signed up to provide your specialty? The Festival Food this year will highlight different ethnic and/or national cuisines at specific times on Saturday and Sunday. A large variety of national specialty dishes is needed. Are you from China, Chile, Karachi or Prague? Are your specialties American regional or ethnic delights? Share them at the NI Art & Book Festival. Call Barbara Cuban, 882-0986, NOW.

NI NEEDS YOUR OLD BOOKS

Please start sending those old books and records you won't read or play anymore. The NI Art & Book Festival needs them for sale to the many bargain hunters who always browse our tables. Pick-up is free simply by calling Mrs. Martha Freeman, 726-0555; Mrs. Brenda Bell, 723-2010; or Mrs. Anita Blake at 726-7203.(Call now - don't delay.)

BOOK FLYERS AVAILABLE IN YOUR NEIGHBORHOOD

We would appreciate it tremendously if you would distribute the book appeal flyer to your friends, at your office, at your church or club meeting, etc. You can pick them up at the following places:

Mrs. Mary Averill-1325 Hemlock St.- 723-2765
Mrs. Beverly Slaughter-1427 Montague St.-882-8858
Mrs. Gertie Coleman-6524 8th St.- 882-5877
Mrs. Maija Hay - 517 Cedar St.- 882-2910

HOW SAFE IS THE NI AREA?

The talk about crime in Washington is seldom backed up by figures concerning specific neighborhoods. The NI area is within the 6th Police precinct which is bounded by Buchanan Street, Riggs Road, Eastern Avenue, and Rock Creek. The following are the crime figures for February and March. This reporter believes the robbery figure to be ambiguous since it covers "any theft of property from a person" ranging from purse snatching to an armed hold-up.

6th Precinct	Feb.	March
Robberies	76	61
Auto theft	25	34
Rape	0	1
Homocide	3	1
Burglary 1 (somebody home)	5	14
Burglary 2 (nobody home)	69	63
False Fire alarms	15	33

In late January the precinct started a program of extra visibility patrols, putting foot patrol men in the business districts between 10 A.M. and 6 P.M. They also had more men on during the hours of 6 P.M. to 2 A.M. These programs were staffed by officers working on their days off. Each of the 85 men free for patrol duty would regularly work one off-day each week.

After March 30, money was not appropriated for these special programs, and hence they are being cut back. We will check the statistics for April and report them in the May issue of INK. If there is any discernible change, we will also try to draw reasonable correlations.

(story by Jo Ann Scott)

CLASSIFIED ADS

FOR RENT - Summer house in Pa. 1½ hours. Private swimming. $60 per week. Call Meijer, 726-7364.

MIMEO MACHINE - used Gestetner model 320. Good condition; modern silk screen dual cylinder process, $150. Call weekdays 726-3454.

FREE RABIES SHOTS - APRIL 28 to MAY 3

The D.C. Department of Public Health is providing FREE rabies shots which are required by law for your dog. The schedule is Monday, April 28 through Friday, May 2 between 6 and 8 P.M. On Saturday, May 3rd the hours will be 9 A.M. to 12 Noon. The two clinics in this area are the Whittier School, 5th and Sheridan Sts., N.W. and the Northwest Central Clinic, 14th and Upshur Sts., N.W.

MRS. BRADLEY NAMED CHAIRMAN OF FESTIVAL OF FLOWERS

Mrs. Blanche Bradley, president of NI's Garden Club, has been named city-wide chairman of the 13th Annual Flower Show, the "Festival of Flowers." The show is sponsored by the Adult Education & Summer School Office, D.C. Public Schools. The show will be held at the National Arboretum, 24th & R Sts., N.E. The hours on Saturday, May 17 are 2-6 P.M. and on Sunday, May 18 the hours are 10 A.M. to 6 P.M. Admission is free. The NI Garden Club will be, of course, one of the participating clubs in the Show.

THANKS TO VOLUNTEERS

Many thanks to the following ladies who gave so generously of their time at the Neighbors office and in their own homes last month:

Mrs. Winifred MacNair
Mrs. Sandy Faye
Mrs. Beverly McGaughy
Mrs. Barbara Cuban
Mrs. Ethylyn DeStefano
Mrs. Joyce Palaia
Mrs. Bedelia Henderson
Mrs. Frances Feldman
Mrs. Laura Arner
Mrs. Gerri Berkman
Mrs. Ann Hairston
Mrs. Sue Swisher
Mrs. Yetta Appel
Mrs. Betty Peer
Mrs. Pauline Merck
Mrs. Peachy Murray
Mrs. Henrietta Rowe

NI RESIDENT NAMED TO NEW DC DEPARTMENT

NI resident Lorenzo Jacobs has been named acting Deputy Director of the new Economic Development Department of the DC government under the Mayor's new reorganization plan.

NEIGHBORS, INC.
6400 GEORGIA AVENUE, N.W.
WASHINGTON, D. C. 20012

ADDRESS CORRECTION REQUESTED

Mr. Loreland Griffith Smith
Southern Regional Council, Inc.
5 Forsyth St., N. W.
Atlanta, Georgia 30303

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THE WEST MT. AIRY NEIGHBORS

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Phone • Chestnut Hill 2-1196

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Vol. 11 No. 4 June 1969

NEWSLETTER
Editor: Gaby Bogoslaw

(We have obtained permission to reprint the following editorial from the Chestnut Hill Local)

CONTEST OF THE YEAR: WMAN vs PENN CENTRAL

The decision of West Mt. Airy Neighbors to force Penn Central to assume its responsibilities in maintaining its station properties has an appealing David and Goliath quality about it. It also makes very good sense.

After reading the sorry story of the history of railroad management in this country in a wise and witty and well documented book called To Hell in a Daycoach, we have lost what sympathy we might have had for the plight of the railroads and their plaintive cries that they are losing their shirt on the commuter. In passing it might be mentioned that there ARE railroads that DO manage to come out in the black even in the business of moving commuters and while managing to give service and comfort, too. Our point here is the disgraceful, wretched neglect of railroad property which brought WMAN and Chestnut Hill to follow the example of Gladwynne, the first to make the twice a day visitations to the station something more than a hasty trip through the slums. As a result of the decision to do the railroad's work for them, St. Martin's station is a veritable park and a decided asset to the community -- and Chestnut Hill is not far behind.

The efforts of the citizens who decided to do something about weeds, trash and dirty waiting rooms is certainly to be applauded. There is something to be said however, for using those same funds to shake the railroad management into assuming that which is their responsibility in the first place. We cannot see why station maintenance could not be a cooperative venture, with the lawns and trash and structural maintenance assumed by the owners, and amenities such as flowers and shrubs added by the public.

... The WMAN case against the Penn Central bears watching. It could have repercussions far beyond Mt. Airy, and it might behoove Chestnut Hill to give them a hand.

WMAN BROWNIE TROOP NEEDS LEADERS

A Brownie Leader and an assistant leader are need for this fall for our troop. This is a vital and rewarding job for those interested and capable. Anyone who would like to learn the qualifications and duties, please call Ruth Steele at CH 2-1196.

SEDGWICK PLAYGROUND SEEKS ADVISORS

Interested parents and neighbors are invited to join the Mt. Airy Advisory Council for the Sedgwick Playground. Help is needed to set up the summer program and special events. All new ideas, suggestions and comments are welcome.

Please call Sedgwick Playground, CH 7-9781 from 2:00 to 10:30 P.M. for notification of meeting dates.

POST CARDS FROM BROKERS LOOM AGAIN

A local real estate office has been soliciting in West Mt. Airy again. We pride ourselves on being able to withstand this kind of pressure, but it is annoying, and illegal.

Please continue to report any solicitations from brokers immediately to the WMAN office, CH 2-1196.

LOCAL LAWYERS AVAILABLE FOR HELP

A team of lawyers, all West Mt. Airy residents, has volunteered on a standby basis, to help anyone who feels he has been mistreated or treated unfairly by the police. A call to the WMAN office, CH 2-1196 will get your message through to one of the lawyers.

SEWING LESSONS AVAILABLE

Mrs. David Dennison will teach sewing this summer to interested girls and boys, 13 years of age or older.

If interested, call Sylvia at CH 7-2932.

WHEELS FOR WELFARE NEEDS HELP

Wheels for Welfare, Inc, is an organization made up of more than 200 men and women from all walks of life, who donate their time and cars to transport infirm people to hospitals and treatment centers, free of charge.

The patients are people on a minimal budget, unable to take public transportation because of their condition and unable to pay for private transportation.

Volunteer drivers are desparately needed. All that is needed is a car, a little spare time and a desire to help others who are less fortunate.

Please call LO 8-4236 to say you can help

CLEANUPS NEEDED

Please continue to send into the office names of blocks which need street cleaning, indicating the block number.

WMAN JOINS ANNP

A new area coalition of groups has been formed whose sole purpose is to make the Federal government aware of the need to change priorities from demands of military and big business to the needs of people.

WMAN joined with other groups including Friends Peace Committee, ADA, NDC, Unitarian Church, etc. to help focus on the needs of people.

CEREBRAL PALSY VICTIM NEEDS HELP

Regina Potts is 3; she has cerebral palsy and must be at the Fuhrman (Easter Seal) Clinic, 59th & City Line every weekday morning by 9 AM. Her mother can collect her, but with other young children, mornings are hectic. A driver pool must be built up.

Call Mrs. Potts, CH 8-1769, 516A Glen Echo Road, if you can give just a bit of your time. Any and all responses will be most appreciated.

ACROSS COMMUNITY CAMP NEARLY FILLED

The successful Across Community Camp, co-sponsored by Wistar Neighborhood Council, West and East Mt. Airy Neighbors, West Side Community Council and the Chestnut Hill Community Association, is open again this summer on the grounds of Chesnut Hill Academy from July 7 - 25, each weekday morning from 9 to Noon.

This camp for 125 pre-first graders is still able to fill a few vacancies, even though the deadline has been reached. According to Miss Catherine C. Dickey, camp director, the greatest number of applications came from interested WMAN parents, and she is willing to find some extra spaces if other parents are interested.

Call the office, CH 2-1196 and Ruth Steele will be glad to send you an application form with more information about the camp.

CITY COOPERATES ON LOCAL PROBLEMS

Over a dozen abandoned cars have been removed in the past month from local streets. A new Police method of placing stickers on junked cars tells residents that the police have been notified and the car will eventually be removed.

Many clogged sewers were reported after heavy spring rains. The cleaning of sewers outlets has been transferred from the Streets Dept. to the Water Dept. which has limited crews for this purpose. Sewers are getting cleaned, but repairs are being backlogged.

Upon investigation, the Traffic Engineers of the Streets Dept. banned all parking on the south side of the Allens Lane bridge over the railroad tracks at Cresheim Road. This has helped an otherwise dangerous problem for cars and pedestrians at Allens Lane and Cresheim Road.

WMAN TAKES POSITION ON "SFAETY" BILL

Ruth Steele, testifying for WMAN at last week's Safety Committee of City Council hearing on a bill giving police broad powers on campuses, etc. said that the bill's terms were so broad as to constitute invasion of privacy.

The original bill was supplanted as the hearings opened with an amended version which made an attempt to clarify the definition of the term "weapons" and the description of public and private places into which police could go without invitation. WMAN's view was that even with rewording, the bill could be interpreted to allow police to enter private homes if they were being used for community meetings, etc.

To date, the bill has not come out of the Safety Committee. WMAN is keeping close watch on the bill's progress and will continue to speak out against this "loaded" weapons bill.

Citizens are urged to keep abreast of such legislation and testify at public hearings.

SUMMER OFFICE HOURS GO INTO EFFECT

The WMAN office will continue to operate throughout the summer, but with different hours.

Phone calls and office visitors (and working volunteers) are welcome from 10 A.M. until 3 P.M. every week day.

****
* *
* WHY NOT PASS THIS COPY ON TO A FRIEND OR NEIGHBOR? *
* *
* *
****

THE PENDULUM

by

Jon Blum, WMAN President

One of the most disconcerting trends today is the increasing hue and cry emanating from liberals, moderates, fair minded men and women, honest decent citizens all, that what this country needs is a stronger repressive force to keep "dissidents" in line.

I am getting letters and direct "feedback" that state, in all good faith ..."A good community of which one can be proud is a law-abiding community which cooperates with its police department." On the surface there is nothing wrong with such statements, but we are getting more and more concerned about WMAN's role in police-community relations.

When students and young people challenge authority, demand relevance from institutions, etc., it's much easier to force them into law abiding behavior than to listen to them. It's easier to dismiss misbehavior as "spoiled bratism" or "hoodlumism" than to try to deal with the causes of that behavior.

We get weekly reports of police harrassment and bad judgement. Much of the community has lost faith in the police. For effective law enforcement, the police MUST have solid community support. This is a two-way street. There can't be one set of laws for the black citizens and another for the white; there can't be one set of laws for the poor and another for the middle class; or for the guilty and the innocent. Under the law, Police cannot violate peoples' rights; they can't stop and frisk unjustifiably ; they can't administer justice on street corners or arrest without reasonable cause.

Of course the real enemies of our society are not the little people who misdemeanor, but the corporations who pollute the air, the defense contractors who over-charge, the income tax cheaters, the syndicated criminals, the price fixers. But our law enforcement community seems to expend its energies tracking down the small crimes, harrassing the young street corner enclaves, etc.

Police must earn the respect of all citizens. The other side of the coin is that the community must push for adequate compensation for its public servants, improved police training to make our police ever aware of the dignity of all citizens, awareness of local community problems and education of the public to the problems police face in carrying out their job.

The poor and the black citizens of our town don't cooperate with the police because they have never been given the feeling that policemen are there for their service as well. When a policeman breaks the law he undermines the whole fabric of a society built on law. When he decides what laws he will follow and those he won't, he forces a breakdown of a community's respect for proper law and order.

At WMAN we hear both sides of this relationship. We are not anti-police, but we intend to be ever watchful of the enormous power invested in policemen to insure the legal rights of all our citizens.

These times demand a firm, fair minded citizenry, a community that takes pride in the <u>proper</u> action of <u>all</u> people who walk its streets, shop in its stores, and live in its homes.

MORE BEAUTIFUL MT. AIRY CAMPAIGN

YOU can help WMAN if you will sweep the debris in front of your property into a container or bag so it will not blow about.

It will be collected on regular trash days. Branches and shrubs MUST be tied for regular pcik-up.

Share this information with your neighbors who may not receive the WMAN Newsletter.

Our neighborhood IS beautiful. Let's all help to keep it that way by doing our bit.

HOUSE PRICES AND RACIAL INTEGRATION IN WEST MT. AIRY

A Progress Report

April 1969

The study of house prices and racial integration in West Mt. Airy is divided into two parts. Part I covers trends in house prices during the period 1951-66 when the area became racially integrated. It is based on data covering sales prices of all homes purchased in the area during that period. Collection and tabulation of these data has been completed and the analysis is near completion. Part II covers the process and pattern of integration. It is based on data covering the race of all home purchasers in West Mt. Airy during the same period. Most of the data for this part of the study have been collected but it has not yet been tabulated or analyzed. Some preliminary results should be available by the fall.

This summary covers Part I only. A more complete analysis of house prices, including a description of the statistical techniques employed, will be contained in a forthcoming document.

House prices in West Mt. Airy declined for a number of years following racial integration in 1951. During this same period house prices in the city of Philadelphia generally were rising. This pattern is shown in Chart 1. Beginning about 1958, the downward price trend in West Mt. Airy was reversed and between 1958 and 1966 prices rose more rapidly in West Mt. Airy than in the city as a whole. The reversal probably reflects a shift in expectations regarding the future of West Mt. Airy. As it became evident that racial integration in West Mt. Airy did not portend a rapid transition to all black occupancy, and that the quality of the neighborhood was being maintained, the demand for homes in the area by white families particularly, increased.

Chart II shows price indices compiled separately for homes of high, moderate and low value. The drop in house prices during 1951-58, and the recovery during 1958-66 were much pronounced for homes of high value than for homes of moderate or low value. (The low-value homes actually rose in price for several years following integration, before declining.) While they followed divergent time paths, the three series converged at the end of the period. Roughly similar differences occurred as between detached, semi-detached and row homes; detached homes showed the largest decline during 1951-58 and the greatest recovery during 1958-66.

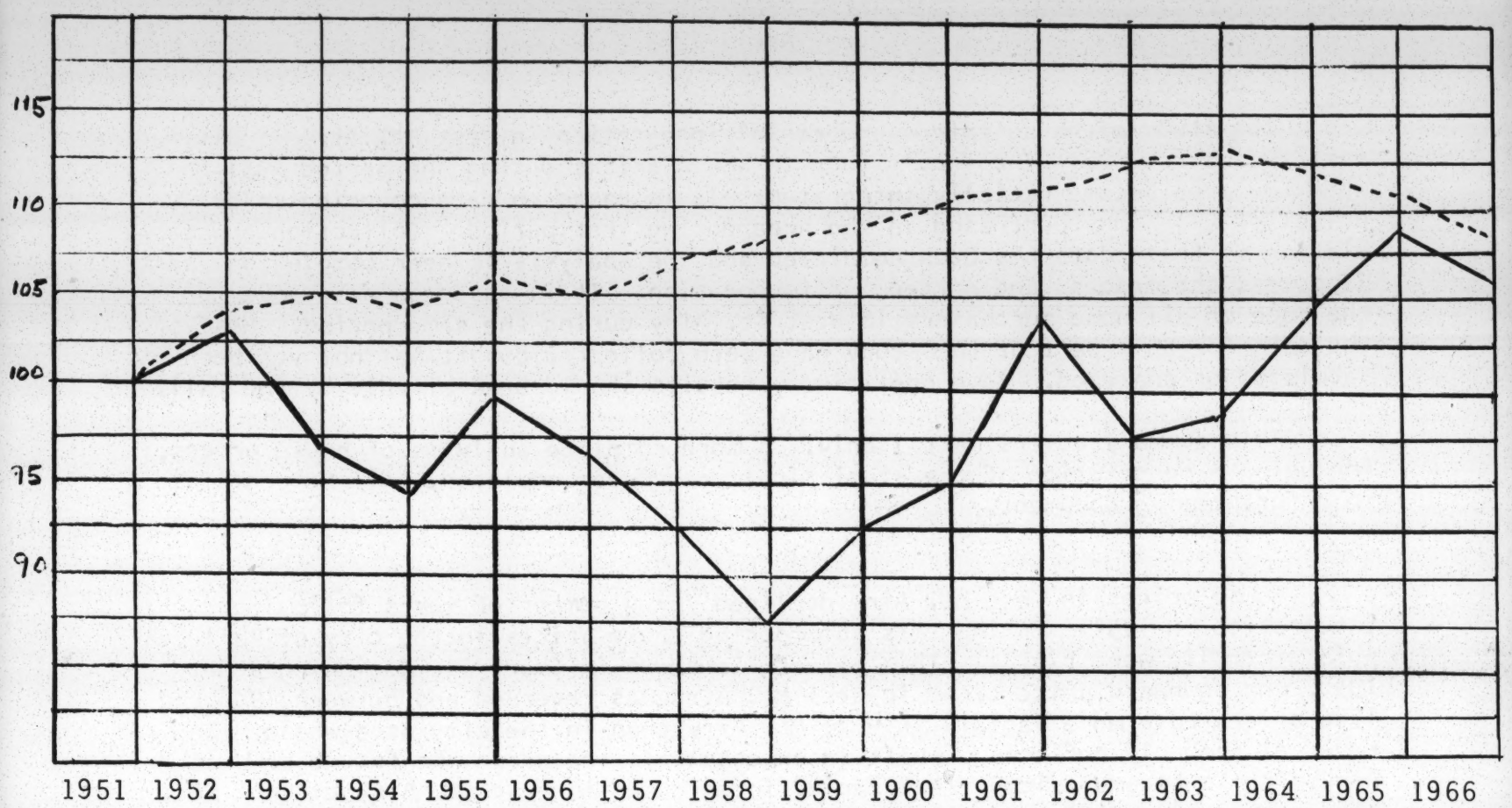
These divergent patterns probably reflect the different impact of racial integration on the demand for different types of housing. In general the initial impact of intergration was to increase the demand for homes in West Mt. Airy by black households and to reduce the demand by white households. The rise in demand by black households was relatively large in the case of lower valued homes, however, and relatively small in the case of expensive units, which were not within the economic reach of many blacks; hence the prices of expensive units dropped most sharply. When expectations regarding the future of West Mt. Airy shifted around the middle of the period, the recovery of demand by white households was directly mainly toward more expensive units; having previously fallen most in price, these homes had become the best "bargains". Hence, the price recovery during 1958-66 was most pronounced for the higher-valued homes.

Jack M. Guttentag

April 9, 1969

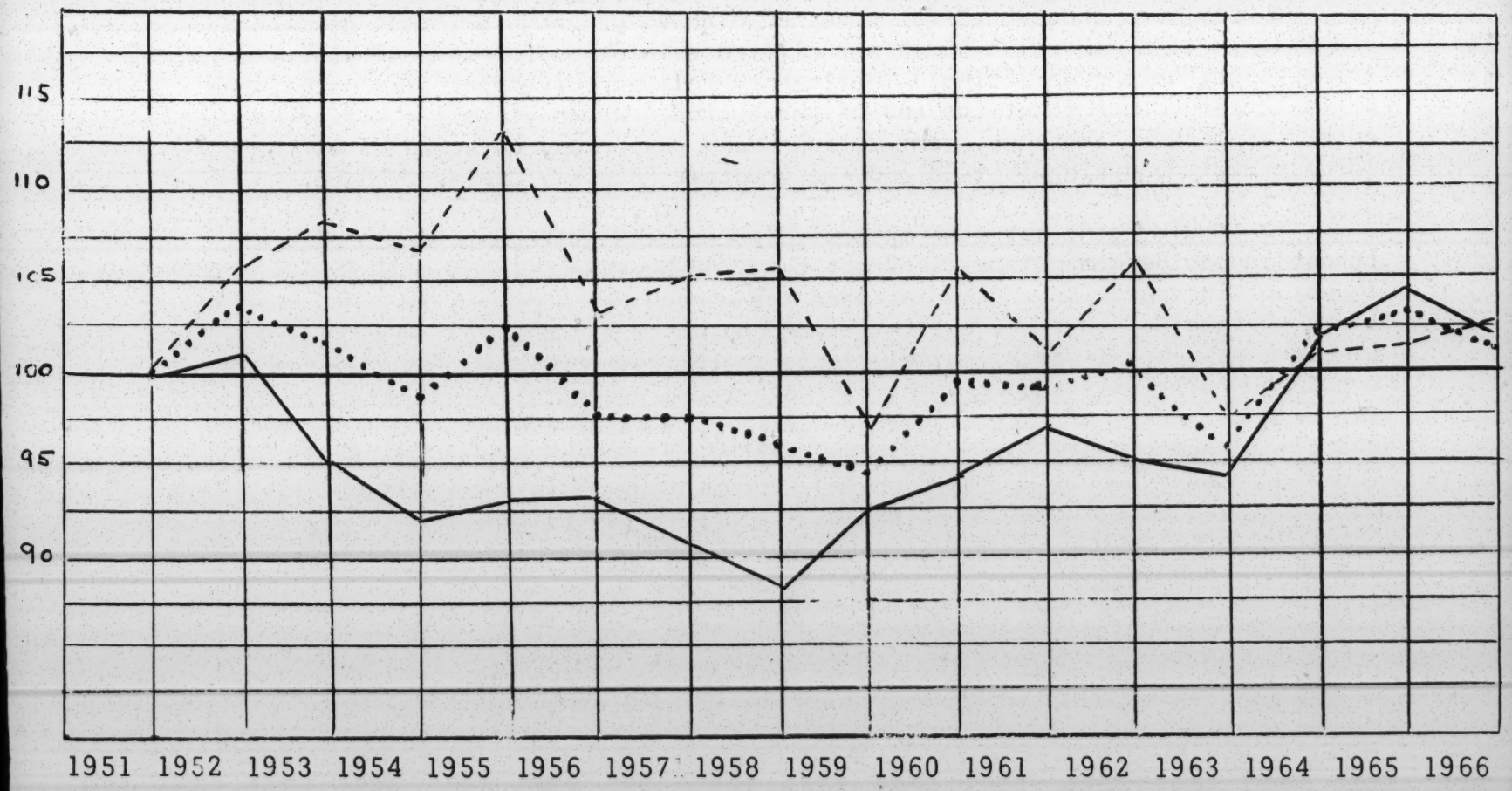
Price Indices West Mt. Airy
and City of Philadelphia (1951 = 100)

----- City of Philadelphia
_____ West Mt. Airy



Price Indices for Homes of Different
Value in West Mt. Airy (1951 = 100)

----- Low Value
..... Moderate Value
_____ High Value



Neighbors INK

JUNE 1969

VOL. 11 No. 6

EXECUTIVE DIRECTOR ED HOLLANDER RESIGNS, NEW DIRECTOR SOUGHT

NI's Executive Director, Ed Hollander, has submitted his resignation to the Board, effective July 20th. He has accepted a position at Urban America where he will be working on a project to evaluate fair housing programs in several cities across the country. Ed has been our Director since April, 1967.

The Personnel Committee, chaired by Bob Skinner, has begun the task of finding a new Director and hopes to fill the position as soon as possible. All interested persons should get in touch with Bob, 723-4892, (home), WO 4-2464 (office); resumes may also be sent to the NI office. A job description and general statement of qualifications can be obtained from the office. It is a challenging and exciting position.

ART & BOOK FESTIVAL OUTSTANDING SUCCESS; SALES & CROWDS LARGEST EVER

NI's Seventh Annual Art & Book Festival proved to be an outstanding success, socially, artistically and financially. Veteran Festival-watchers report that the crowds were the largest ever and many people commented on the good-natured atmosphere that prevailed. Despite the weatherman's repeated predictions of showers, not a drop of rain fell. Gross receipts for the Festival were over $20,000 - by far an all time high. We don't know our net profit yet but it should also be a record.

Hundreds of people worked long and hard to make the Festival the wonderful success that it was. To Mrs. Shirley Devaris, Festival Chairman, all of her committee chairmen and everyone who helped them, we owe a great big "thank you" and congratulations on a job very well done. NI also owes special thanks to Ginny and Charlie Byrd, Roberta Washington and Her Music Makers, and the Sons of Society, all of whom performed at the Saturday evening International Buffet without fee.

A&B FESTIVAL PARTY FRIDAY, JULY 11th

A post-Festival party to celebrate our success and to thank everyone who worked on it, will be held on Friday, July 11th, starting at 9 PM, at the home of Shirley & Dan Devaris, 7125 16th St. N.W. (just north of Alaska Ave.). ALL NI MEMBERS & FRIENDS ARE INVITED. It'll be like a big, summer Open House.

FUNDS FOR TAKOMA "CHARRETTE" APPROVED BY BOARD OF EDUCATION

Funds for an educational facilities charrette - a dynamic school planning technique - to plan the new Takoma elementary school were approved by the D.C. Board of Education on June 24. Equally important as the financial commitment (about $7,500) is the Board's decision to be one of the first school systems in the country to try the charrette technique. An application by the Board for a $5,000 grant from the U.S. Office of Education is expected to be approved soon. The charrette process has recently been adapted from the field of architecture to school planning by the U.S. Office of Education.

A charrette consists of school and government officials, outside consultants from a number of fields, and community representatives all working together in a compressed period of time to arrive at an implementable solution to a school planning problem. The participants devote their full time to the charrette, which usually lasts for a week or two. The community participants are an integral part of a charrette and they are paid, where necessary, so they may devote full time. Baby-sitting service is provided so that mothers can participate fully. Graduate students are also important participants; they produce immediate design sketches, renderings and models and take an active part in the sessions.

The process has been termed a "design-athon" because the sessions are sometimes held on a virtually round-the-clock basis. Whenever possible the charrette is held in the community and the school is designed within the context of total community planning needs. The sessions are held on an open door basis and all members of the community are encouraged to drop in at any time to observe what is going on. Also, built into the charrette process at several points are "community jury" sessions to fully inform the community of the plans as they develop.

NEIGHBORS, INK is the newsletter of Neighbors Incorporated (North Washington Neighbors, Inc.) a non-profit self-supporting community organization.

Contents of NEIGHBORS INK do not necessarily reflect the official position of the organization except where official action of the Board of Directors is being reported. Published monthly, INK is not copyrighted.

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AN INTOWN, INTERESTING, INTEGRATED COMMUNITY

LETTER TO EDITOR

"We wish to express our appreciation to NEIGHBOR'S INK which included an announcement of the CISV camp in its May mailing. As a result, our son applied and was selected as one of the delegates."

"Our family has been a Member of NI since we moved to our home at 1775 North Portal Drive in 1964."
----Mrs. Charles H. Epps, Jr.

NI AREA STUDENT HONORED

Eleven-year-old Charles H. Epps III, son of Dr. and Mrs. Charles W. Epps,Jr., is one of four Washington area youngsters who will represent the United States in a Children's International Summer Village In Leeds, England.

Young Epps was selected from more than 60 finalists by the Washington area steering committee of the organization. Charles and his colleagues will spend four weeks in Leeds, beginning July 7, with delegates from Austria, Belgium, Germany, Great Britain, India, Italy, Norway, Sweden, Iran and the Philippines. In addition to the camp in Leeds, the organization will have camps in 12 other sites around the world.

The program has two main objectives: to bring youngsters from many lands together to establish communication and to further global understanding; and to contribute to a science of international relations through research.

NI ELECTION RESULTS

Rep. John Conyers, Jr., was the main speaker at NI's annual general membership meeting May 21 at the Sixth Presbyterian Church. The Detroit congressman praised NI's efforts at building an integrated community. Addressing himself more broadly to the future of U.S.cities, Mr. Conyers was pessimistic about the likelihood of Congress enacting the necessary programs and legislation.

Elections for a number of positions were held with Mrs. Carolyn Jackson, Joseph (Jack) Jacques, John McDermott, and Bob Murray elected to the NI Board in At-large positions. Three neighborhoods elected Neighborhood Representatives to serve on the Board, and Assistant Neighborhood Representatives, who do not serve on the Board. Takoma reelected Harvey Bullock Rep and elected David Register Asst. Rep. Brightwood elected Mr. Shirley Foley as its Rep. and Mrs.Lois Gant as Asst. Rep. Shepherd Park reelected Mrs. Charlotte Kowitch as its Rep. and elected Mrs. Beverly McGaughy as Asst. Rep. They will serve two-year terms.

Shepherd Park and Takoma each filled one vacancy on their Neighborhood Nominating; Julius Becton was elected in Shepherd, and Mrs. Maija Hay was elected in Takoma. They will serve until the fall neighborhood meetings.

The membership also elected four non-Board members to serve on the Nominating Committee. Mrs. Sylvia Schlitt was elected chairman. Others elected were Mrs. Ruth Stack Jordan, Mrs. Ginelle Fry, and Larry Faye. At the June Board meeting three Board members were elected to the committee as provided in NI By-laws-- Jack Jacques, Mrs. Carol Rende, and Bob Bowser. All members of the committee serve one-year terms.

The Board elected a Personnel Committee to serve one year, made up of three Director-members and two non-Director members. The Director members are Bob Skinner, Chairman; Joe Hairston and Harvey Bullock; the non-Director members are Paul Berger and Mrs. Elma Denham.

AUSTIN SCOTT has been awarded a Nieman Fellowship in journalism at Harvard. Mrs. ELMA DENHAM has been appointed Chief of Social Workers at Hillcrest Center.

SUCCESSFULLY OPPOSE LIQUOR STORE AT GA. AVE & TUCKERMAN ST.

An application for a liquor store at 1207 Tuckerman St., N.W. (actually part of the 6400 Georgia ave. Building, at the intersection of Ga. Ave., Piney Branch Rd., and Tuckerman St.) has been defeated. Neighbors, Inc. and the Brightwood Community Association worked together in opposing the granting of the license. the two organizations circulated a joint petition and obtained over 350 signatures of residents who opposed the license-- so many that the Alcoholic Beverage Control Board commented on the "remarkabley high" number and interpreted it correctly as an indication of the strong citizen opposition.

This community owes a special vote of thanks to NI Board member Benjamin Amos who served gratis, as our attorney in the case. Testifying at the public hearing before the ABC Board were BCA President, Henderson L. Walker, and NI Executive Director Edward S. Hollander.

SUPPORT NEEDED FOR DOUGLASS HOME PROJECT

Concerned Americans have been asked to write their congressman in supporting of legistation that would appropriate the funds for the restoration of Cedar Hill in Anacostia, where Frederick Douglass spent the last 17 years of his life.

Senator Philip Hart of Michigan, Congressman Charles Diggs of Michigan, and Congresswoman Shirley Chisholm of New York have sponsored the legislation, which probably will not pass unless there is public pressure.

Spearheading the local movement to get public support for the project is an interracial group called the Friends of Frederick Douglass. Mr. Douglass, an adviser to three presidents, also was a great orator. Born a slave, he died a statesman, leaving Americans a great legacy of faith in the democratic process. He believed in "one nation, undivided" and never ceased striving for "liberty and justice for all".

THE BERKLEY WILLIAMS FAMILY is featured in a film being shown to Lutheran groups throughout the U.S.

CONSTRUCTION UNDER WAY AT BRIGHTWOOD

Mrs. Ruth Pearl, President of the PTA at Brightwood School, reports that work has started on the six-room demountable.

"The bulldozers are at Brightwood," Mrs. Pearl said. "We are very elated. It looks as though we are going to meet the school opening deadline.

Four classes, during the last school year, met in the school auditorium. Partents and faculty, in a letter to Board of Education President James E. Coates, protested the crowded condition of the school and demanded that construction of the demountable begin immediately.

Mrs. Pearl also announced that the Department of Recreation had started an all-day program at the school for vacationing pupils. She suggested that parents stop by the school for details of the recreation program.

COOLIDGE PICKED FOR FIRST DC AFS CHAPTER

The American Field Service is forming its first Washington Chapter at Coolidge High. AFS anually sponsors about 3,000 foreign exchange students who live with American families and attend high school for one year. About 1,400 American students participate annually in the exchange.

Miss Ann Miller, an AFS returnee, spoke to the NI Education committee and the NI Board to explain the program and urge community support. Her group comprising AFS returnees now living in the Washington area, also presented a special convocation to the Coolidge sophomore class this spring. The Coolidge chapter hopes to be in operation by fall. Persons wishing more information should call Miss Miller, 388-4502 (office) or 362-8522 (home).

HOWARD STUDENT HIRED FOR THE SUMMER

If you call the office and are surprised not to hear Evelyn Sellers' voice, it's because she is taking the summer off and we have hired Miss Audrey Wall, a junior at Howard University to fill in for her in July and August. Evelyn will come in on a limited basis during the summer and will resume her normal hours after Labor Day.

POLICE BEAT - SIXTH PRECINCT

For you, it may be vacation time, but for burglers, business has never been better. The Sixth Precenct reports that burglers of empty homes rose in May to 89, up from the reported 60 in April. The Police said most of these cases were in daylight, when families were at work. A word to the wise: If you are going on vacation, inform the Police Department of the exact dates. A watch then will be kept on your residence while you're away.

It seems that burglers are full of confidence these days. Some of them have driven moving vans up to homes and cleaned out the valuable possessions. Be on the lookout for suspicous activity in your neighborhood. If you see furniture being carted out to a truck and have any reason to believe that all is not well, give the police a call (444-1111). The Police Department will check out the situation to make certain that everything is on the up and up.

The crime report for May lists robberies in two separate categories--armed robberies and other robberies, such as purse snatchings. There were 37 armed robberies reported, and 35 in the "other" category.

In evaluating the figures listed below, bear in mind that the Sixth Precinct has about 65,000 persons:

	Feb.	March	Apr.	May
Robberies	76	61	45	72
Auto Theft	25	34	28	37
Rape	0	1	0	0
Homicide	3	1	1	3
Burglary I *	5	14	11	11
Burglary 2 **	69	63	60	89
False alarms	15	33	37	41

* Somebody home ** Nobody home

ART & BOOK PANS & DISHES CAN BE PICKED UP

Did you cook one of those tasty platters for the Art & Book Festival and now missing a casserole or cake tin? Chances are it's at the NI office. We have quite a number of them and would like to see them all returned to their owners. Call the office, 726-3454, to make arrangements. And thanks for cooking for the Festival!

NI VOLUNTEERS - A CREDIT TO THE COMMUNITY

One of the things foreign visitors to the United States really appreciate is the amount of time, energy and effort Americans put into volunteer activities. The residents in the NI area have benefited greatly from the dedicated work of volunteers in many fields, and to these fine citizens go our thanks and deep appreciation for a job well done. Such activities have played an important part in making our neighborhood a nice place to live.

JUNE VOLUNTEERS ----------

Mrs. Yetta Appel
Mrs. Faye Green
Mrs. Virgie Bovelle
Mrs. Lynn Horning
Mrs. Ruth Cogen
Miss Dee Katus
Mrs. Ethylyn DeStefano
Mrs. Nancy Foster
Miss Maria Ashton
Miss Michelle Ashton
Miss Jacqueline Sellers
Miss Stephanie Sellers
Mrs. Ann Hairston
Mrs. Alma Claibourne
Mrs. Fran Snider
Mrs. Laura Arner
Mrs. Trica Skidmore and 2 little Skidmores

------and many, many thanks to the many, many people who worked so hard on the A&B Festival.

HAD COFFEE WITH A NEIGHBOR RECENTLY? Are you up on the latest neighborhood news and gossip? Come and have both at the Neighbors office. Bring a neighbor with you and spend a few pleasant hours in the air-conditioned NI office as you help out on one of the various tasks that needs doing. CALL 726-3454.

CLASSIFIEDS--ADS

NI SEEKS EXECUTIVE DIRECTOR, for further info, call Robert Skinner, NI Personel Committee Chairman, (ho) 723-4892, (of) WO 4-2464.

THREE TEENS SEEK SUMMER WORK, call TU 2-1081 after 6 PM weekdays.

SEEK DAY WORK IN NI AREA, avail except Fri., call Mrs. Crocker, 723-0456

MOTHER'S HELPER, experienced, reliable teenager, avail. afternoons Mon-Fri., call Terry Cornwell, 726-8842

SINGER ELEC. SEWING MACH., excel. cond., all attachments; also shoe rack, blanket box, other household goods. Inquire 829-2511, no reas. offer refused.

WENDY WILSON IN AFRICA

Wendy Wilson, a member of Coolidge High School's Class of '69, is in Africa taking part in a work-study-travel program sponsored by Operation Crossroads Africa.

Mayor Washington wished the local contingent bon voyage before the young men and women left for an orientation session at Rutgers University, led by Dr. James Robinson, founder-director of the youth program.

Wendy, daughter of Mr. and Mrs. Ernest Wilson, Jr. was sponsored by NI. She will enter Howard University in the Fall.

En route to Congo (Kinshasa), Wendy visited several West African countries. While in the Congo, she will be involved in a community work project, bringing together young Americans and their African counterparts. She will have a chance to meet with students and youth leaders, do some traveling in the Congo and to exchange views with Congolese from various walks of life. About 300 young students from the United States and Canada are taking part in the Operation Crossroads Africa program this year.

A & B F REGRETS

The refreshment Committee of the Art & Book Festival wishes to express its sincere regrets to those people who were not served dinner at the International Buffet on Saturday evening. This was the first event of its kind at the Festival and the response was overwhelming. We appreciate your understanding and we hope you enjoyed the Festival despite the inconvenience.

IN-SWIM PROGRAM NEEDS VOLUNTEERS

In-The-Swim is a non profit program which now provides swimming opportunities for more than 1,000 children, most of them poor, in private pools in the metropolitan area. The organization needs adult and teenage (13 and over) volunteers who can swim to accompany groups of kids on the trips to the pools; mothers may take their own children with them. The program is not limited to poor children so if you work with a group of youngsters you'd like to take to a pool, check with In-The-Swim. To volunteer or for further information call 587-4405 or Mrs. Marcus Cohn, 652-7573.

FOSTER AND ADOPTION PARENTS SOUGHT

The Montgomery County Department of Social Services is in constant need of potential adoptive and foster parents who have an interest in caring for inter-racial children. Call Homefinders at 279-1733.

JUNIOR NEIGHBORS ELECT KAREN FREEMAN AND HARDY FONTAINE

Junior Neighbors has elected Karen Freeman as its president for the coming year, and Hardy Fontaine, vice president. They succeed Ted Hagans, III, and Dana Ellinger, respectively. The new officer's first job is a tough one attempting to defeat NI's oldsters in the July 4th softball game. Last year youth did not prevail and the JNs lost the regular game and a rematch.

MORE SUNBEAMS NEEDED FOR SUNDIAL

More pre-schoolers and additional five-year-olders are invited to take part in the Sundial programs at Takoma and Fort Stevens. The fee is still only $7.50 for the two-week sessions.

TENNIS A BIG THING AT TAKOMA REC CENTER

The Tennis Day Camp is an established program now at the Takoma Recreation Center, 3rd & Van Buren Sts NW. More 7-15 year-olds are invited to join. The Camp operates daily from 9:30 AM to 4 PM.

The Center also provides informal swimming lessons and all swimming activities are free. Softball teams for youngsters 10 & under are being organized. Another pleasant activity are the cook-outs every Friday. And on all days, don't forget to bring your lunch when coming to the Center. For more information about the activities call Mr. Butler, RA 3-8222. For swimming pool information call RA3-6281.

VARIED PROGRAM SET AT EMERY REC CENTER

It's outdoor MOVIE TIME again at Emery Recreation Center, Georgia Ave. & Madison St. Exciting westerns, musicals and cartoons every Wednesday night at 8:30 PM. Bring your own popcorn! The outstanding musical production MUSIC WAGON will be presented on July 27th. For more information call Mrs. Sanders at TA9-1866.

CHILDREN'S MOVIES & STORYTIMES AT LIBRARY

The Takoma Branch Library, 5th & Cedar St. NW has announced a series of programs for the summer, through August 26th. Story - time will be held every Thursday at 3:30 PM. Movies will be shown on Tuesdays at 2 P M, schedule below:

JULY 8 - Doughnuts, This is New York, Chairy Tale.
JULY 15 - Golden Fish, Make Way for Ducklings, Boswelle's Bon Voyage
JULY 22 - Giuseppina, pigs, Mike Mulligan and his Steam Shovel
JULY 29 - Andy and the Lion, Time of the Horn, Dick Whittington and his Cat Toccata for Toy Trains
AUGUST 5 - Frog went a-courting
Loon's Necklace
Corral, Music from Oil Drums
AUGUST 12 - Stowaway, Children of the Plains Indians, Five Chinese Brothers
AUGUST 19 - Niok, Curious George Rides a Bike, Scraps of Paper and Piece of String
AUGUST 26 - Salvage Gang

HEADSTART PROGRAM NEEDS CLASSROOMS AIDE AIDES

The Washington Headstart program needs volunteers to serve as classroom aides. The program will run through August 8. The program also invites persons with special skills and abilities to share them during brief classroom visits.. If you can help contact Mrs. Etoile A. Perry, 546-1711.

ARCHERY AT FORT STEVENS REC CENTER

Instruction is offered daily at 10:30 AM at the Center at 13th & Van Buren Sts NW. and is open to all youngsters able to pull a bow. For more info call Mr Console at RA3-3477.

GET INTO THE SWIM OF THINGS AT TAKOMA

The Swimming pool at Takoma is open Monday Through Saturday, from 1 PM to 10:00 PM. Adult swimming lessons are given Tuesday and Thursday evenings from 9 PM to 10 PM. Officials decided that these times were best suited to adult lessons since there would be little or no inconvenience for regular users of the pool. New members are still being accepted for the swimming team. Membership is open only to D.C. residents.

Pool officials have issued a new policy on checking valuables. There are no checking facilities at the pool this year and those who use the pool are cautioned not to bring any valuables with them or any other item they had been able previously to check at the pool.

"Crowd Control" volunteers are needed again at the Takoma pool. If you have the time and are anxious to see an orderly program at the pool, please contact Dr. Dew or Mr. Metzler and join an important volunteer program. To volunteer & for further info call RA3-6281.

NEIGHBORS, INC.
6400 Georgia Avenue
Washington, D.C.. 20012

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Neighbors INK

SEPTEMBER 1969

VOL. 11 No. 7

NEW EXECUTIVE DIRECTOR: DAVID BOGUCKI

Neighbors, Inc. is pleased to announce that David Bogucki is its new Executive Director. David started on Sept. 15th and is quickly being introduced to the NI area and operation.

David comes to us from Grand Rapids, Michigan, where he was Deputy Director of the city's Dept. of Community Relations. He says that his main concern there was "to make local government responsive to the needs of its citizens." Before going to Grand Rapids, the new Executive Director lived in Washington for nearly a year. During this time, he was "searching for a job which had some meaning" for him. "In many ways, my return to Washington is like a homecoming. I like the city and am happy to be back."

David is 26 years old, single, and comes originally from Seattle, Washington. He graduated from Washington State University and did some graduate work at Michigan State University.

GOOD LUCK, ED!

In welcoming the new Executive Director, we also want to wish Ed Hollander, NI's former Executive Director, luck in his new position as Fair Housing Centers Project Coordinator for Urban America here in D.C. Ed was with NI for 2½ years and we'll always consider him part of "our family." Thanks, Ed, for a job well done.

TAKOMA CHARRETTE, PARTICIPATORY DEMOCRACY IN ACTION

The 1897 Takoma Elementary School Building at Dahlia Street and Piney Branch Road, is too small and too old. Downtown proposed, in 1967, a new cell block of classrooms that was also too small and obsolete. Takoma parents fought against the building all the way to Congress. When goofs showed up in the plans, the elected School Board listened to Takoma and Mrs. Muriel Alexander, and asked the Mayor to stop the bull-dozers already at work on the school site. The Mayor did, and that's why the old school still stands, and why there's a two-acre plowed field at Piney Br. Rd. and Highland Avenue.

The School Board also held up $13 million in school plans across the District to begin to respond to community feelings about sites and design. This new precedent is what Takoma parents helped win for D.C.

We told the Board what kind of school building we didn't want; now we ask, what kind of school DO we want for our children, AND what COMMUNITY services do we want in the building? The Board gave $7,565 and received $5,000 more from the U.S. Office of Education to finance the Takoma Charrette to help us discover what we want and need.

It can be more than a school. It can be a center for the WHOLE COMMUNITY! With an after-hour recreation center, a swimming pool, adult education classes, a senior citizen get-together spot, a teen club, a little city hall, and so on.

Mayor Washington wants us in the Takoma community to plan it. So we're having a week-long, around-the-clock planning session called a Charrette from Oct. 20 to 26.

Come plan your new School and Community Center. Call Loretta Hanes at 726-5820, Maija Hay at 882-2910, or Ethylyn DeStefano at 882-4553 to get involved.

SCHEDULE OF EVENTS FOR CHARRETTE

Date for Charrette, October 20-26.
WFAN-TV live programs. Discussion of Charrette and involvement of the community. Channel 14, 8:15 to 10 p.m.
Checkpoint with Norman Ross, Oct. 8 & 15.

RALLY, October 17 (Friday). Rain date, Oct. 18. Mayor Washington as speaker, Bob Murray as master of ceremonies. Roberta Washington will provide ROCK MUSIC, and she's good! Free refreshments. Flyers with school children, stores, and recreation department at Takoma site. ANYONE WILLING TO HELP please call Loretta Hanes, Maija Hay, and Ethylyn DeStefano.

TAKOMA CHARRETTE STEERING COMMITTEE

Dr. Bill Denham was selected by the SC to act as Charrette Coordinator. He has accepted the position. Dr. Denham, a community resident, former professor at Federal City College, now teaching at Howard University, has participated in community activities through NI. The SC made suggestions for consultants to advise on architecture, planning, curriculum, educational philosophy, and community involvement. They agreed that Carol Rende, Tunney Lee, and Tom Dwyer should make

Steering committee con't

final selections & contact from suggestion. A list of consultants (non-paid) of the D.C. school system was also made. Carol Rende accepted position of Charette assistant Coordinator.

Anyone who whishes to contact any of the Steering Committee please call the Takoma Elem. School, Carol Rende at RA 6 4971, Maija Hay-882-2910 Ethylyn DeStefano-882-4553, Loretta Hanes-726-5820.

AREA I NEIGHBORHOOD PLANNING COUNCIL

At 411 Rittenhouse St., N.W.
Mr. Reginald Chase-Director
Mr. Michael Moore-Asst. Director
Miss Joanne Colhoun-Chief Sectary
Phone-829-6108, 829-7353 9-10am.

All of the following are held Mon, Wed, & Thurs from 7:30-10:00pm., all year around excepted as noted. Boys of all ages & girls where appropriate.

Weightlifting, track & field in spring & summer, boxing on Wed., tennis, swimming(indoor pool), Ping Pong (tournaments only), volleyball, football-four teams, with upper weight limits of 105 lbs, 120 lbs, 145 lbs, and unlimited. Basketball-recreational, plus four teams for 12,14,16 & 18 year olds, plus older exhibition team. Judo on Tues. New classes formed every 8 weeks. Baseball for young adults, Interpretive dance, Weight-reducing for adults. Field Trips, frequent, ambitious and open to all ages and are chaperoned by competent, well trained adults.

NI PROTESTS CITY COUNCIL'S FREEWAY VOTE

NI President Ed Cogen sent a letter dated August 14, 1969 to the City Council Chairman Gilbert Hahn registering NI's "very strongest of protests" for the Council's approval of the Three Sisters and North Central Freeway study.

In his letter, Ed stated that he was aware of the "blackmail" pressures that were exerted upon the Council, but noted that these pressures made the dicision "more understandable, not justifiable". He went on to suggest the Council would have earned the respect and support of the vast majority of the City's citizens if the Council members either would have stayed with an earlier vote rejecting the project or resigned their positions on the City Council.

Ed called President Truman's injunction to "get out of the kitchen" if one can't take the heat applicable to the situation in D.C. today.

SUIT BY MEXICAN - AMERICANS TO CHARGE T-V DISCRIMINATION.

A national Mexican-American group says it intends to file discrimination suits against the major television networks.

Monitoring of the media programs in cities across the Nation began this wiik and should be complete by late September, said Domingo Nick Reyes.

Reyes said an attorney from Lufkin, Texas, Joseph L. Gibson, has been retained for counsel for the National Mexican-American Anti-Defamation Committee, Inc., and will help prepare the suits.

The Committee was chartered in June. Reyes and about a dozen other Mexican-Americans operated as an ad-hoc group, publicizing what they consider discriminatory hiring and advertising practices by net-works and their advertisors.

Nick Reyes and his wife Conchita are members of Neighbors, Inc. (6500 Luzon Ave. N.W.) and serves as Executive Director of the National Mexican-American Anti-Defamation Committee, Inc.

ORIGINAL REPORT ON PAUL JR. HI. & COOLIDGE

Anyone wishing to obtain a very good report on what Paul Jr. Hi. & Coolidge School are doing and what they have done can be obtained (free) at NI office.

AMERICANS ABROAD PROGRAMS

An American Field Service International Scholarship leads to understanding & friendship among the peoples of the world. Under this program, students from 61 countries attend American secondary schools in more than 2800 communities for a school year of study, and American teenagers from almost every state study and live with families abroad.

During the year a community sponsors a foreign student, it may nominate that year candidates from the participating high school for the AFS program. These students must be juniors & seniors. From a list of candidates, a regional committe of the AFS makes final selections. For more information call Ruth Ellinger at 726-1226.

TRAFFIC SIGNAL AT 5TH & VAN BUREN

Mr. Hartley has promised us a traffic signal at 5th and Van Buren Street in 1970 instead of 1971 which he first suggested. Our thanks goes to Ethylyn DeStefano, who has been corresponding with Mr. Hartley since April.

WFAN TV

A special thanks is in order for the community people who are appearing on TV to discuss our problems and give their point of view on our school and "community." Recent stars have been Loretta Hanes, Bill Kerewsky, Robert Murray, Frank DeStefano, Sterling Ament, David Register, Mr. Taylor and daughter.

OPEN HOUSES--Takoma-October 3rd, Mr.& Mrs. William Kerewsky at 410 Aspen Street, N.W. SHEPHERD- October 10th, Mr. & Mrs. Ralph Sanderson at 1415 Holly Street, N.W. SHEPHERD--November 14, Mr. & Mrs. Dan Jordan at 1311 Floral St., N.W.

MORE ART & BOOK BRAVOS

The Refreshment Committee of the Art & Book Festival wishes to thank Mr. William Thompson who we've been unable to get in touch with. Mr. Thompson was very helpful in making the lunches and supper a real success. Though he doesn't reside in the NI area, he was kind enough to offer his help which was so much appreciated!

Anyone who still hasn't collected her baking dish, pan or pot please contact the NI Office (726-3454) soon so we can arrange to return it to you.

If you just remembered you lost it, we found it! In addition to the pots and pans, we have a ladies' white sweater, kpurse, eyeglasses and other items. Call the NI office to claim.

A SPECIAL THANKS TO WMAL CHANNEL 7

A special thanks to Mrs. Claire Kleese and director, Joe Brown of the Claire and Coco show for extending every courtesy and consideration in the time arranged for publicity of the Neighbors, Inc. Art and Book Festival.

CLASSIFIED ADS

IMMEDIATE OPENING, for person with own car, pick & deliver children for Columbia Road School. Contact Mrs. Chambers, 387-6755 between 9-1.

PIANO INSTRUCTIONS, combined technique and theory from experienced teacher in NI area. Private lessons $16.00 per month. Call 882-6742.

SPRING KNOLLS COOPERATIVE NURSERY SCHOOL
Openings for 3 year olds in the fall session, Integrated, Non-denominational. Eastern & Georgia Ave., N.W. For information call: Mrs. Kay McNett--587-5193 or Mrs. Barbara Lee--589-0856.

WANTED: Person to care for baby in home. Can be on part-time or split shift basis. Call RA 6-6245 ofor further information.

WOMAN OR H.S. GIRL, to tidy up and watch 6 year old from 3 to 6 p.m. Time may be shifted slightly. Near main bus line in NI Area. 526-7656 after 7 pm.

TEACHERS NEEDED, Certifiable teachers are needed at Coolidge High School to replace regular teachers in a special in service training program. Please call Mrs. Elaine Sweeben - Project Co-ordinator 726-1542.
ALSO NEEDED--Donations of Paper back books in all subject matter. Call Mrs. Robinson or Mrs. Sweeben to arrange for pick up.

FREE HOUSING SERVICES:
Do you have a house for RENT or SALE? Do you know about one in your neighborhood? Let NI's free housing INFORMATION SERVICE know about it. Contact the volunteer serving your neighborhood. Takoma & Brightwood-Mrs. Naomi Brodsky 726-6335. Shepherd-- Mrs. Barbara Libarkin-726-7183 or Adelle Pogue--882-2972.

WASHINGTON AREA FREE UNIVERSITY-265-2181
WAFU is an open forum that invites anybody who wishes to teach and all to learn. Topics range from politics to Social Sciences, from sewing to milk delivery. Our fall Catalog will be out in October.

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ORIGINAL DESIGN NOTE PAPER----NI money maker. Order attractive, timely note paper designed by well-known, local artist Sue Goodman. Each package contains 12 notes in assorted colors and designs. It is, also, available at NI Office, 6400 Georgia Avenue, N.W. (ZIP 20012)

Please send me _____packages of 12 notes and envelopes. Enclosed is $1.00 plus 10¢ postage for each package.

Name_____

Address_____

City & State_____ ZIP _____

JOIN NEIGHBORS, INC. GARDEN CLUB!!
NI Garden Club has opening for new members. Call Mrs. Bradley 829-2918 or Mrs. Coleman 829-7275 for information on garden activities.

.....AND LOTS OF ROSES AND ROSES.....

to our dedicated Volunteers who worked during the hot summer months and who contribute largely to the success of the organization!

Mrs. Yetta Appel
Mrs. Fran Snider
Mrs. Trica Skidmore
Mrs. Ruth Cogen
Mrs. Peachy Murray
Mrs. Henrietta Rowe
Miss Mary Wallace
Mrs. Geri Berkman
Mrs. Dede Henderson
Mrs. Ethylyn DeStefano
Mrs. Ann Hairston
Mrs. Mayme Coleman

Bouquets also go to Miss AUDREY WALL a junior at Howard University who filled in at the office during July and August in order that Evelyn Sellers could have the summer off. We wish Audrey the very best during the coming school year.

NEIGHBORS, INC.
North Washington Neighbors, Inc.
6400 Georgia Ave. N.W.
Washington, D.C. 20012

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Atlanta, Georgia 30303

~~(1) Act~~
(2) Files

NEIGHBORS INK
Vol 12, No. 8
November 1970

General Membership Meeting: Problems and Prospects For Neighbors, Inc.

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MAGIC FOR A NEIGHBORS INC. BENEFIT

Jack Adams, actor, magician, mime, storyteller (and a Neighbors, Inc. member) will display his wizardry in our area on Sunday, November 8 at 2:30 p.m. at Tifereth Israel, 7701 16th St. The show is a benefit for Neighbors Inc. and tickets ($1.50 for adults, $1.00 for children) will be sold at the door.

Mr. Adams portrays many different characters through rapid transformations on stage with make-up and costume changes. He begins as Merlin, the classic magician, and assumes varied personalities: Mr. Zump, a tramp with a dancing handkerchief; Yoko, a Japanese farmer who discovers a secret in a grain of rice; Dantini, vaudeville's favorite conjurer.

Mr. Adams uses chemistry, film sequences, music and lighting to exhibit the magic of nature through the magic of sorcerers. Variety says that Jack Adams has "exactly the right flair to hold a kiddie audience enthralled," and Jack Gould of the New York Times says that Mr. Adams' show has "a touch of gentle charm ... fun and suspense ... and an element of totally appealing humor."

See you there?

PHONING PARTY

The Membership Committee is sponsoring a phoning party whose purpose is to call all people who were sent reminders about dues but have not yet paid. The files will be on hand and 20 volunteers are needed. Each volunteer is asked to bring a sandwich to trade. Coffee will be provided. If you are willing to volunteer for the evening of December 6 (5-8 p.m.), call Kitty Clark (829-6882) or Leslie Proctor (291-8811).

EDITORIAL

As You Know, This Paper Is Put Together By People Who Have lots of other things to do, too. If you want it to be useful, interesting, and informative, you must provide the copy. We need articles, ideas for articles, letters to the editor, news about meetings, complaints. It's not just a newsletter for members of NI; it should be a newsletter by members of NI. A real newsletter should be a vehicle for members' ideas and concerns, but that's possible only when the members are willing to express those ideas and concerns. The deadline for the December issue is Monday, November 23. Call or mail information and ideas to Thom Peterson (291-4709) or Cynthia Richardson (291-5318) or the office (726-3454). It's one important way we have of getting together.

INCIDENTAL INFORMATION FOR THE INCORRIGIBLY PREGNANT: To find out about Lamaze technique (Psycho-prophylactic method of childbirth) phone 652-6934 or 759-2546, or write the Washington D.C. Chapter of the American Society For Psycho-Prophylaxis in Obstetrics, 13017 Bluhill Rd. Wheaton, Md. 20906.

SHORT NOTICES AND CLASSIFIEDS

* Wanted: Someone interested in renting their furnished house for the Spring semester (Jan.-June or Aug.). Call Jackie Bernstein, 726-6024.

* Wanted for Neighbors Ink: letters to the editor, suggestions for articles, general announcements. Send to Thom Peterson, 600 Cedar, or Cynthia Richardson, 6815 Sixth.

* Will Babysit for children from 3 mos. up while mother works. Call Mrs. Powell, 882-5706.

* English Plum Pudding (family heirloom recipe): $4.00 (check or m.o.) to Kate's, Box 53, Waterville, N.Y.

* Spring Knoll Coop Nursery School, in the Shepherd Park area, has an immediate opening for a 4 year old girl. A scholarship is available to this economically and racially integrated school. Call Mrs. Dighe, 588-8843.

* Mrs. Jacqueline Bernstein (726-6024) is the new Real Estate Committee Chairman. The committee needs more new listings for incoming neighbors, especially for those seeking to rent.

* If your kids have playground problems, try calling Anna Tatum, 882-1843, at the D.C. Recreation Dept.

* Our area has a theater, The Back Alley Theatre, at Kennedy and Colorado. Let's support it!

* Three Neighbors, Inc. area restaurants made it into The Underground Gourmet: The Warababa, The Crisfield, and Hofberg's.

* Montgomery College is starting a series of community service courses: Solving scientific problems with computers; F.C.C. Licensing: nutrition. Call Mrs. Ann Munson, 587-0415, ext. 35.

* Connie's Direct Contact Advertising: Specializing in small business service. Cleeretta Smiley, 1444 Primrose Rd., N.W. 291-8213.

* Clothing for sale: Nearly new - girls', boys', men, women. Reasonable. 291-8213.

* Are you missing glass mixing bowls, casserole dishes, pans? Metal pans? A blue roasting pan (contained delicious baked beans for the Art & Book Festival)? Plates? These items have been in the Neighbors Office since the Festival last summer and, in some cases, two summers ago. Please pick them up.

* Typing: reports, term papers, resumes. Reasonable, accurate, dependable. IBM Selectric. TU 2-1081 after 6 and weekends.

* Bev McGaughy has two bikes rescued in the Shepherd Park area from bike thieves on September 25. If you think one is yours, call 726-8781.

* Bev McGaughy is compiling a list of renters in the NI area. If you rent, call her at 726-8781

MORE SHORT NOTICES AND CLASSIFIEDS

* Greetings from the owner of DAVIS PAINT STORE, 6127 Georgia Avenue, N.W. 7:00 a.m. to 7:00 p.m. Monday - Saturday, open to serve the community. "See me, the man who knows Paint!"

* The Takoma Library has pictures, journals, records, decorations, friendly personnel, and a meeting room which will accommodate 30 people. (If you're going along to enjoy the library, remember to return the materials that are due.

november notes

6	Fri.	8 p.m.	Takoma Open House at the home of Cindy & Bob Richardson, 6815 Sixth St., N.W. BYOL.
8	Sun.	2:30 p.m.	Benefit Magic Show by Jack Adams at Tifereth Israel. (See article above)
11	Wed.	8 p.m.	Board Meeting (Call office for further details).
14	Sat.	11 a.m.- 1 p.m.	Manor Park NI meeting, Holy Comforter Church, 7th and Oglethorpe.
20	Fri.	8 p.m.	Monthly meeting and film, Council on Adoptable Children, Christ Lutheran Church, Old Georgetown Rd., Bethesda.
December 6	Sun.	5-8 p.m.	Phoning Party. Call Kitty Clark for place.

NEIGHBORS, INC.
6400 Georgia Avenue, N.W.
Washington, D.C. 20012

Address Correction Requested

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Mr. Moreland Griffith Smith
Southern Regional Council, Inc.
5 Forsyth St., N. W.
Atlanta, Georgia 30303

SPECIAL BULLETINS

*****A fund is being established in memory of Helen Chevalier, in honor of her steadfast contributions to the work of NI. Checks to "The Helen Chevalier Fund" should be sent to the NI office, 6400 Ga. Ave. Please include any suggestions for specific uses of the fund in the field of housing. Call Alma Denham, 726-5652, for more info.

*****You can register to vote any day of the week from 6am to midnight at BLACKMAN'S DEVELOPMENT CENTER, 6406 Ga. Ave. Do it before DEC 12! Some of the other registration centers are:

mon-fri	1pm-9pm	TAKOMA LIBRARY, 5th & Cedar
		PETWORTH LIBRARY, 5th & Cedar
sat	10am-5pm	IDA'S DEPARTMENT STORE, Ga. & Longfellow
		RIGGS SHOPPING CENTER, Riggs & S. Dakota
sun-dec 6	10am-3pm	OHEV SHALOM TALMUD TORAH SYNAGOGUE, 16th & Jonquil

*****Don't miss MERLIN! Special Note: Stage hands, ticket sellers,--Needed for our children's theatre--Anyone---Skinny, Tall, Plump or Small--- Call 726-3454 if you can help us for a few hours on any Saturday or Sunday.

Neighbors INK

DECEMBER, 1970

WALTER REED & THE NEIGHBORHOOD TRAFFIC PROBLEM

by Morton Libarkin and Bob Richardson

Things may be looking up for the blocks being used, or more precisely abused, by personnel at Walter Reed Army Medical Center who consistently violate parking and traffic regulations. But major solutions to the problems are still to come.

Although some improvement has been noted on Floral Ave. between 12 and 13 Streets, violations reportedly continue, and even increase, in some other neighborhoods. And while the D.C. Police and Walter Reed are increasing efforts to control the problem, the full effects of their efforts will not be obvious immediately.

Increased enforcement results from an October 29, 1970 meeting of concerned residents, Provost Marshall Col Richnack, Base Public Affairs Officer Major McPherson, and representatives of the 4th District Metropolitan Police, Capt. Nolan and Lt. H. M. Bigelow. The meeting in turn had been triggered by a petition complaining of such unsafe practices as speeding, overparking intersections, and parking in front of private driveways and alleys. The petition, bearing some 60 signatures and addressed to Chief Wilson, stressed the resulting danger to pedestrians, particularly the danger to children.

At the meeting, Col. Richnack described plans to generate new parking spaces over the next five years in order to meet all of WRAMC's needs with on-base facilities. About 1,000 more vehicles enter the area daily than the base can now accommodate. But construction may increase the short-term burden on the area, since contractors' employees need parking too. The WRAMC representatives also promised to try to influence their personnel by publicizing the problem and to investigate the use of lawns as temporary parking areas. Col. Richnack pointed out that Military Police have no jurisdiction over offenses committed on civilian streets, but asked to be informed (in writing) of refusals by base personnel to obey traffic and parking regulations. Complaints should include as much identification as possible (license numbers, make, model, etc. if possible).

Metropolitan Police representatives described the process by which warrants are issued if traffic or parking tickets are not answered. But the whole problem is complicated by the fact that many of the worst offenders are from out-of-state and feel relatively free of any pressure to obey local traffic regulations.

Residents pointed out that while speeding and parking violations are not as dramatic as bank robberies, they create a danger, particularly to children. They also complained that the Fourth District's response to complaints has been less than satisfactory, and that individual officers have been rude or have harassed complainants. They also argued that ticketing alone is insufficient, and that the Police Department should provide tow trucks or should arrange for private towing service, perhaps using garages on Georgia Ave. Towing and storage charges could be paid by the owner, making cost to the city minimal.

It was agreed that daily coverage would be provided and that illegally parked cars be ticketed scrupulously. Capt, Nolan also agreed to try to provide a crane to tow cars creating a hazard. Lt. Bigelow asked that complaints about police response be reported to him (626-2360), and that the officer in question be identified.

Since the October 29 meeting, the situation has improved in the Floral

Ave. area, but has not changed much in other areas, perhaps because attention has been directed to Floral Ave. or because ticketing has forced violators to seek parking elsewhere. In addition, residents report finding discarded tickets written against cars from, e.g. Pennsylvania and Missouri.

Lt. Bigelow of the 4th District told NI that on the Monday following the meeting, policy plans for strict enforcement, including ticketing and towing, were completed. But he also pointed out that impounding a vehicle takes about a month from the date of the first ticket, since the violator has five days to pay. When it becomes clear that the ticket is being ignored, it is entered into the computer record, in effect beginning a record against the vehicle. When it is established that a violator is consistently ignoring tickets, the car in question can be impounded. The 4th District, in addition to ticketing, has been compiling a record of outstanding tickets within its jurisdiction. When told that some residents were still dissatisfied with police handling of alleged violations, Lt. Bigelow promised to look into the matter again, and would call on a complainant in one neighborhood.

At Walter Reed, officials have investigated the possibility of using Carter-Barron or Rock Creek Park facilities, but have found that neither can be used by base personnel. More positive action has resulted, however. Service Stripe, the base newspaper, has run pictures of violations and captions explaining the general problem. MP patrols are being sent out to spot and identify illegally parked vehicles. Letters are then sent to the vehicle owners' superior officers. In addition, base Commanding Officer General Hughes has sent a letter to all base personnel calling their attention to the problem and urging compliance with regulations.

Meanwhile, residents still bothered by problem parkers on their block should continue to report violations to the Fourth District (626-2376). Unless the street is specially marked by the Motor Vehicle Dept., cars must be parked at least 40 feet from an intersection and driveways and alleys must be left clear. Residents should make sure that the violation they are reporting is in fact a violation, then make sure they have the reporting officer's name, and make sure he knows they know his name. Be sure to have as much relevant information about the vehicle as possible, and refer any complaints about police handling of complainants to Lt. Bigelow.

HEALTH CARE PROGRAM, Phase II

We reported in previous issues important plans by the Board on Medicine of the National Academy of Sciences to conduct a health care program for the Neighbors Inc. area. The first phase of this program, a household survey, is now getting under way. The second phase, eye and ear examinations for children, will be reported in the next issue.

Professional interviewers with proper identification will interview a sampling of families in this area about their family medical care and health. The success of this program will depend on the cooperation of every person involved.

****

NEIGHBORS, INC. thanks the following volunteers, who helped out this month:

Ann Peabody
Barbara Cuban
Ann Meyer
Sally Pugsley
Julie Shepherd
Audrey Marcus
Frances Snider
Gay Sa'Adah
Yetta Appel
Beth Skinner

****

The editors of NI think a consumers' column might provide members with a useful way to spread the word, good or bad, about their dealings with merchants. We invite written expressions of opinion.

TRAFFIC REPORT

by Charlotte Kowitch

Traffic light installation for 13 St. and Alaska Ave. is stalled for budgetary reasons, reports Mr. John E. Hartley, Ass't. Director of the Dept. of Highways and Traffic. In a recent letter Mr. Hartley states that if additional revenue is made available by Congress, the lights will be requested there as early as possible. These lights will not only help school children, but would establish breaks in the traffic flow on Alaska Ave.

Until this signal is installed the traffic flow can be partially broken by eliminating the right turn signal on Alaska at 16 St. Residents in that area should write to Mr. Hartley at 415 12 St., N.W. reinforcing the need for a traffic light at Alaska and 13 and urgin immediate elimination of the right turn signal at Alaska and 16.

THE NON-VOTING DELEGATE

by Evelyn Wrin

Public Law 91-405. as passed in September of 1970 by Congress, established "a Commission on the Organization of the Government of the District of Columbia" and provided " a Delegate to the House of Representatives from the District of Columbia." On March 23, voters will elect this Delegate.

As stated in the legislation, "The delegate shall have a seat in the House of Representatives, with the right of debate, but not of voting, shall have all the privileges granted a Representative by section 6 of Article I of the Constitution, and shall be subject to the same restrictions and regulations as are imposed by law or rules on Representatives."

There is presently in the House of Representatives one person who functions in a similar capacity. This is Jorge L. Cordova, the "Nonvoting Resident Commissioner" from Puerto Rico. Mr. Cordova can make speeches, join in debates, participate in committee meetings, introduce bills and propose amendments. But he can't vote. In addition, House rules prohibit his voting in committee and also prescribe his committee assignments. It seems that in the 1800's a delegate in a similar position had the right to vote in committee, but this was dropped and has not been permitted since. However, Mr. Cordova does say that his inquiries, requests, etc. among government people receive attention comparable to that of other congressmen and that his position is not distinguished from theirs. He also considers his status here as better than that of two local representatives from Guam and the Virgin Islands. He believes that "a delegate from the District with a congressman's salary, staff and other privileges would be much more effective in Congress than a city hall legislative aide or even the mayor." He further recognizes that a non-voting delegate is a start toward complete rights and says, "That's the way it should be."

As of November 20, some 40 residents of Washington, D.C. had either announced their candidacy for the position of non-voting delegate or had someone else pick up the necessary petitions for them from the Board of Elections. Of these candidates, five plan to run in the Republican primary, and the others in the Democrat primary. Three declared candidates reside within the Neighbors, Inc. area: Chalie J. Black, Maurice Watson, and Goldie Cornelius Johnson. All are listed as Democrats. An undetermined number of announced candidates, although planning to run in party primaries, may choose to run as independent candidates.

If the District were fully and officially represented in in the House, population figures indicate that we would have two representatives, since our population is comparable with that of Hawiai, Idaho, Montana, New Hampshire, North Dakota, Rhode Island, and South Dakota. In addition, of course, full representation would provide two Senators. So if the election on March 23 means that we're making some progress toward <u>real</u> representation, then we certainly welcome it and events to follow.

Further information and comments on candidates, the election, and referendum questions (if any) will be coming in the next monthly issue of NI. A meeting or forum sponsored by Neighbors Inc. had been proposed and considered. However, considering our tax-exempt status, the recommendation was made that we not sponsor this kind of activity. We hope that this type of program will be arranged through other sponsors.

Should any readers have comments about the election, let us hear from you. Deadline for the next newsletter is December 20.

Remember: VOTER REGISTRATION ENDS DECEMBER 12.
PRIMARY IS JANUARY 12.
ELECTION OF DELEGATE IS MARCH 23.

Registration to vote is continuous through December 12 for all persons who are

D.C. residents
over 18
U.S. citizens
unless convicted of a felony, adjudged mentally incompetent, or claiming the right to vote elsewhere.

Persons who have voted in D.C. since Jan., 1968 are already registered.

MRS. LAURA ARNER

We would like to express our sincere sorrow at the tragedy which took the life of Mrs. Laura Arner. As a resident of the Neighobors, Inc. area, Mrs. Arner had long and frequently contributed her services to helping out in the office or at her home or with the Art and Book Festival -- however she was asked. And last summer, when there was going to be no staff person in Neighbors' office for a week or two, Mrs. Arner received in her hom all the telephone calls which were transferred to her number. Her cooperation and participation in the work of Neighbors, Inc. is remembered and appreciated.

---

*Please send in your volunteer job lists with your dues.

*College student will babysit. Call Miriam Meijer, 726-7364.

*Baby-sitter needed, Mon.-Fri., 7:30-5:30. Call Mrs. Hogans in the evening.

*Montgomery College will present a free concert of Christmas music on Tuesday, Dec. 15, as a community service. The CAMARATA CHORUS OF WASHINGTON, conducted by Joan Reinthaler, will perform at 7:30 in the Student Activities Building, New York Ave. at Fenton St., Takoma Park.

DECEMBER DATES

Dec. 4 (Fri.) Takoma Open Hous at the home of Leslie & Mickey Proctor, 419 Whittier. BYOL.
Dec. 6 (SUN.) Potomac will carry an article on Neighbors, Inc.
Dec. 6 5-8 p.m. Membership committee phoning party. Call Cathy Clark for details, 829-6882.
Dec. 9 (Wed.) 8 p.m. Board meeting, Trinity Episcopal Church, Piney Branch and Dahlia. Open to members.

Jack Adams Magic: Performances
1:00 p.m. and 3:00 p.m. Dec. 5, 12, 19, 24, 26, 28, 29, 30
3:00 p.m. and 4:30 p.m. Dec. 6, 20, 27
3:30 and 4:30p.m. Dec. 13
Children $1.00 Adults $1.50 Group Rates Available
Theater: Washington Ethical Culture Society, 7750 Sixteenth St., N.W.
Reservation and Ticket Information: 726-3455; if no answer call 291-4067.

*****NEEDED NOW: Volunteer registrars to help the Black Man's Development Center continue their voter registration drive, which has already registered over 2,500 potential voters. Contact Maj. Jamal at the Center.
*****NEEDED NOW: Active correspndents for NEIGHBORS INK in neighborhoods other than Takoma. And someone to help with the !!#@%*&!!! stencils.

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Mr. Moreland Griffith Smith
Southern Regional Council, Inc.
5 Forsyth St., N. W.
Atlanta, Georgia 30303

To: MGS

Neighbors INK

Vol 13, No. 1 JANUARY, 1971

BOARD OF DIRECTORS ESTABLISH AD HOC COMMITTEE TO SURVEY SAFETY PROGRAMS

An ad hoc committee will survey public safety programs in the Neighbors, Inc. area. Established at the December 9 meeting of the board, the committee will be chaired by Steve Smith and Beverly McGaughy. "The primary purpose of the committee," according to the motion which created the group, "shall be investigative: they shall obtain and correlate information regarding the nieghborhood public safety and present this information to the Board, its committees, and the general membership for suitable action." Areas of investigation will include crime index offences, traffic accidents and injuries, ambulance service and narcotics offences. The findings of the committee are to be reported no later than the Spring membership meeting.

Neighbors Inc. will not sponsor a meeting of the candidates for the office of Non-Voting Delegate to the House of Representatives primarily because the organization has a tax matter pending with the Internal Revenue Service. Other meetings at which area residents can hear candidates are being planned for January 6 by Tiffereth Israel Synagogue and by several local groups, including Northwest Boundary Civic Organization, for January 10 at Paul Junior High School.

Gretchen Schaft reported that the Capital Hill Spectator, although interested in the possibility of starting a local newspaper in the area, has concluded that they would require more subscribers than they could expect from the Neighbors, Inc. area.

Mrs. Devaris called for more help in the NI office, which is behind in its work schedule. She is there from 9 a.m. to 3 p.m. Monday, Wednesday, and Friday and for a few hours on Thursday afternoon.

Other miscellaneous news from the meeting:

Bill Denham has resigned as chairman of the Social Services Committee.

The Recreation Committee will investigate teen recreation programs in our area to assess their impact and determine the need for others.

Joan Fontaine was named new advisor to Junior Neighbors.

Carol Rende will draft a telegram to the School Board requesting a change in priority of the Takoma School Construction from no. 16 to no. 1. NI Board members were also informed that Congressman Natcher's committee has turned down the request forthe reprogramming of funds for the school construction.

Leonard Tillman resigned as Chairman of the Education Committee. He continues as a representative of the local day care group sponsored by Neighbors, Inc. on the Board of the city wide coalition of groups.

PUBLICITY COMMITTEE, UNDAUNTED, SEEKS NEW IDEAS & PROSPECTS FOR PAPER

As reported above, the NI area may not be able to supply the 5 to 10 thousand subscriptions necessary to attract a new local newspaper. The Publicity Committee will nevertheless canvass other organizations and businesses in the area to determine interest, as well as subscription and

advertising potential. Meanwhile, anyone with any ideas on the subject is asked to call Jean Knight at 291-8721.

WHAT'S THE ANSWER? ----(WHAT WAS THE QUESTION?)

The D.C. Democratic Central Committee is trying to get several questions on its primary ballot for the January 13 election. While NI does not take sides in the election, INK suggests that the voter would do well to ask himself, and any candidate he is considering, the following questions. The reason is obvious: whoever is elected will have to face these issues and his opinion will be taken as representative of the District voters.

"Do you favor:

1. Self government for the District of Columbia?
2. Construction of the Three Sisters Bridge, North Central Freeway, or other freeways within the District?
3. Building more freeways even if Congress then refuses to provide more money for the subway?
4. Public ownership of D.C. TRansit?
5. Creating a consumer protection office in the District government with power to forbid merchants from engaging in unfair or deceptive practices?
6. The District retaining control of the Lorton prison complex?
7. Requiring all D.C. judges and policemen to live in the District?
8. A District commuter tax on persons who live in the suburbs and work in the District?
9. Unconditional withdrawal of all American troops from Indochina within six months?
10. (The District now pays welfare recipients 75% of the income determined by the D.C. government to be required for a minimum standard of living.) Do you favor raising welfare payments to 100%?

An eleventh question asks your first choice for Democrat nominee for President in 1972, and a twelfth question is being considered.

JANUARY CALENDAR

Jan. 10 (Sun.)	Membership Phone-in party, coffee and sandwiches to swap. Call Kitty Clark, 829-6882 for details.
Jan. 13 (Wed.)	NI Board meeting, Albright Mthodist Church, 411 Rittenhouse, 8 p.m.
Jan. 16 (Sat.)	Manor Park area meeting on community-police relations. Captain of the 4th District will attend. Holy Comforter Episcopal Church, 7th and Oglethorpe, 11 a.m.
Jan. 22 (Fri.)	Shepherd Park open house at the home of Mr. and Mrs. Rolly Radloff and Mrs. Marie Fredell, 1716 Holly St., 9 p.m. BYO
Feb. 5 (Fri)	Community Service at Tifereth Israel, Everyone, including children, welcome. Explanation of service, discussion, and refreshments. 8 p.m. 7701 16th St.

*** The Housing Committee wants more Takoma volunteers to show houses and keep listings. Call Jackie Bernstein, 726-6204.

COMING NEXT MONTH: SUGGESTIONS FOR MORE NEIGHBORS GROUPS, WOMEN'S LIB, A FOOD CO-OP. more!

Our motto: All the news that fits, we print.

CALANDAR ADDENDA:

January 4 — beginning of a ten-week (Monday) evening course in "American History - The Black Perspective" at Bethesda-Chevy Chase High School. Sponsored by the Adult Education Department of Montgomery County Schools, the course will examine the role of Negroes in America's past. Bring $10.00 registration fee to the first session. The class runs from 7:30 to 9:30 every Monday night and is open to D.C. and Maryland residents.

January 6 — meet the candidates at Tifereth Israel, 7701 16th St. at Juniper St. Certified candidates for the January primary will speak at 8:00 pm.

January 12 — beginning of 13-week Tuesday afternoon film series presenting Sir Kenneth Clark's Civilisation, 3:30 at the Coolidge High School auditorium, 5th & Tuckerman Sts. NW. This great series is sponsored by the Academic History Club at Coolidge and the Takoma Park Branch of the D.C. Library. Admission is free, call 783-6576, 726-4414, or 726-5569 for further information.

January 16 — please note that the meeting with Capt. Guthridge at Holy Comforter Church is open to all. It promises to be interesting so plan on going.

***

LET'S GET TOGETHER, GROUPS & CO-OPS — by Kitty Clark

THERE are two kinds of groups we need more of in this area, and NI can help form them. They are both specialized; oriented around a specific concern of their members: 1.) Social clubs like the Garden Club, and 2.) Service clubs like the babysitting co-op.

Everyone likes getting together at the Cabaret Dance and the open houses--when they're over we all go away thinking, "I wonder why Neighbors' doesn't do more things that are just friendly and not so much work?" But then perhaps we say, "Well, what else can such a big group do?" Small groups, more specialized and personal are the answer. We have a Garden Club (for info call Blanche Bradley, 829-2918 or Ada Coleman 829-7275); why not a chef club, a group that cooks gourmet dinners once a month for each other. What about a sewing club; the members could teach each other the skills they're strong on; they could copy and trade patterns. Tifereth Israel has facilities for a theater group, and has asked us whether we're interested in forming one. For those who can't wait, how about a theater-going club? Or a HiFi club? Anyone for jogging or hiking, bicycling, yoga, or modern dance?

On the educational side, what about a painting club with lessons, or foreign language clubs with conversations and entertainment exclusively in each language? Would you like to learn silk-screen or linoleum block printing, rug hooking, or some other craft that requires an investment? Let's form a craft club and pool our resources to learn several. Some of the members of the old chess club are still looking for new members to get the club going again. There's always bridge and poker. Let's get a Women's Liberation discussion group going, too.

Co-ops are not quite so traditional as social clubs, but they are springing up all over these days, and the babysitting co-op certainly shows how successful they can be. It's a much more vital way of getting things done than a committee. It works on a basis of credits paid, like money, for babysitting time. The only reason you have to sit is to get more credit chips so you can afford to pay your sitters. Call Bev McGaughy, 726-8781, for more info. Grocery co-ops have been started in the area (and INK will report some info next month): go to St. Stephens Episcopal Church or call the Washington Food Artel --Jim, 462-2818 or Tom or Dan, 234-6288. There are probably many co-ops that we could start, like a magazine subscription co-op or a home services co-op. Call 829-9246. Tell Ann Meyer what kind of group you're interested in. She will be the catalyst for organizing and communicating. If you have an idea for a group not mentioned, she'll see it is mentioned in the next issue of Neighbors' INK.

PAGE PARTIALLY ILLEGIBLE

VOLUNTEERS: The Ink staff says thanks to November Helpers Ann Hairston, Bobbie Barrett, Barbara Libarkin, Blanche Bradley, Eloise Roseboro, and Judy Smith. The NI office also thanks December volunteers Tennessee Ford, Francis Snider, Julie Shepherd, Audrey Marcus, Sue Swisher, Ann Hairston, and Leslie Proctor. Thanks to all!

For Sale: One pair of girls' ice-skates - one small washing machine (for infants wear or lingerie) - one Stauffer Exercise Machine Call RA 6-0246.

Notice: Tell your friends about our thing--subscriptions to Neighbors' INK are only $2.00/year. Write to NI, 6400 Ga. Ave NW 20012; make checks payable to Neighbors', Incorporated.

Also Note: Phone information for The February INK to Thom Peterson, 291-4709, before January 25, but after 6pm.

PARTICIPANTS IN NATIONAL ACADEMY OF SCIENCES HEALTH CARE RESEARCH PROJECT: Beginning in mid-January, the Board of Medicine of NAS will provide eye and ear exams to your children 4 to 11 years of age by physician specialists and trained technicians. These kids will also have their hearing tested in a soundproof room by hearing specialists. Children 3 and under will receive ear exams conducted by physicians and, in addition, a drop of blood will be obtained from the finger to test for anemia.

These examinations will be provided without cost to you. The time required for the regular screening exam will be approximately one hour. For children who are found to have hearing problems and require further tests, an additional hour will be needed to complete the exam. A second examination at another time will be needed for children requiring further testing for vision problems.

CORRECTION- The meeting on January 10 Sponsored by the Northwest Civic Association jointly with South Manor Neighborhood Association and the Shepherd Park Civic Association will be held at Rabaut Jr. High School (Peabody St. and Kansas Ave., N.W.) at 3pm. for presentations by all candidates dor D.C. delegate.

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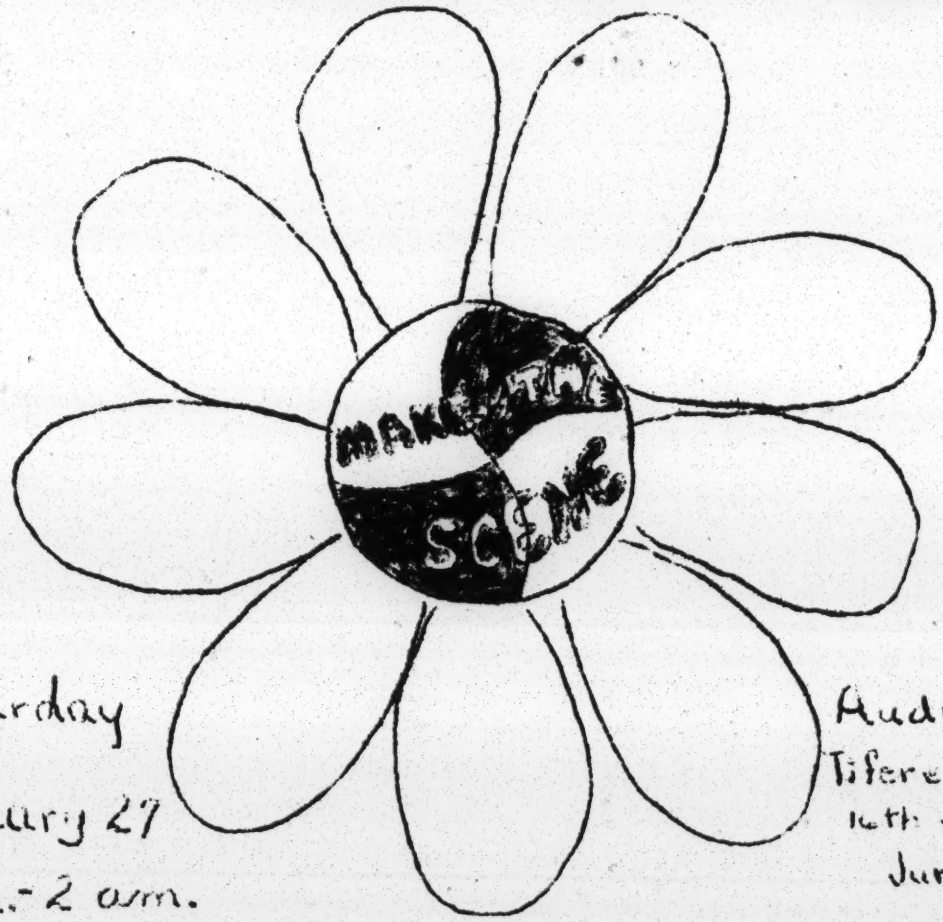
Neighbors Inc. invites you to our

Fourth Annual

CABARET



Saturday
February 27
10 pm.- 2 a.m.

Auditorium
Tifereth Israel Congregation
16th + Juniper sts., N.W
Juniper street entrance

$4 per person
$40 for a table of ten

BJOL

TO ORDER BY MAIL - MAKE CHECKS PAYABLE TO NEIGHBOR'S, INC.

MAIL TO: Mr. James A. Peyton - 1338 Jefferson St., N.W. - D.C. 20011
Phone - 882-0932

Enclosed is $ _____ for _____ Table(s) of 10.
_____ Ticket(s).

Name _____

Address _____ Zip _____

PLEASE MAKE RESERVATIONS EARLY AS TABLES ARE LIMITED

Neighbors

A bi-monthly publication on interracial living

January–February 1971
Vol. 1 No. 2

IN THIS ISSUE. . .

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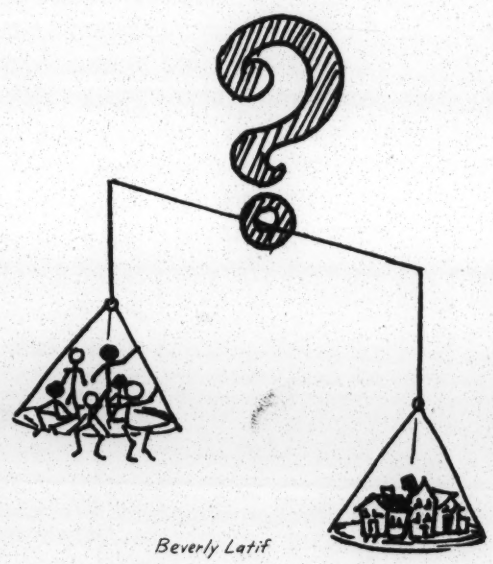
NATIONAL NEIGHBORS TOGETHER AGAIN

The results of a nationwide study of housing practices will be the focus of the 2nd Annual Conference of the National Neighb ors Council of Delegates scheduled for June, 1971 in Oberlin, Ohio. In attendance will be representatives from the organization's policy-making member groups, as well as those associate members and other interested persons who can be accommodated. Resource people from housing industries will be invited to share their expertise. Strategy will be planned to follow up the housing practices study now under way.

HOUSING PRACTICES UNDER SCRUTINY

National Neighbors' 37 member organizations across the country are zeroing in on the nation's current housing practices as they relate to race. Under the 1866 Civil Rights Act and the 1968 federal fair housing law, all racial discrimination in the rental or sale of housing is illegal. The consensus, however, of those involved in open housing is that blacks and other minorities have yet to achieve full access to available housing within their financial means.



Beverly Latif

When existing laws are evaded, enforcement is generally found to be slow and time-consuming at best. The question is whether traditional practices of housing agencies and institutions are still so unchanged that they continue to perpetuate segregated housing patterns, despite a significant decrease in blatant discrimination, and the general observation that some formerly unyielding brokers and property managers have recently demonstrated a tendency to cave in early rather than confronting minority homeseekers willing to utilize legal avenues to secure housing.

To determine the extent to which institutional housing practices now promote and encourage segregated housing patterns, NN has distributed to its member groups a 5-part questionnaire on practices in their local areas. Information will be researched by each group through their membership and housing committees working in conjunction with sympathetic brokers, fair housing councils, human relations commissions, etc.

The questionnaire deals with tangible facts which lend themselves to counting and to yes/no answers. It covers the following areas: real estate firms and brokers, boards of realtors (these are private local trade associations affiliated with the National Association of Real Estate Boards), real estate licensing agencies, property management firms, and builders and developers. Questions cover segregation within the industry, exclusionary practices, employment practices, advertising practices, and degree of support for enforcement of and compliance with fair housing laws. Copies of the questionnaire may be obtained by writing National Neighbors, 5 Longford St., Philadelphia, PA 19136.

Neighbors is published bi-monthly by National Neighbors, an organization of interracial neighborhoods. Organizational memberships are $25 a year; individual associate memberships are $10 a year. Memberships include copies of all publications. Subscriptions to Neighbors, 6 issues a year, are $5 for 12 issues. Material from this newsletter may be used as long as NN is credited. Co-editors: Phyllis Insull and Jean Bullock. National Neighbors, 5 Longford St., Philadelphia, PA. 19136 (215) 338-2905.

WAYS AND MEANS TO DEVELOP OPEN COMMUNITIES. . .

Neighbors is always on the look-out for techniques that may be helpful to our readers. Below are some ideas gleaned from our mail.

Be a tattle-tale

Notifying investors in apartment complexes of complaints of racial discrimination by the management of their property has been found very effective in bringing immediate attention to problems, according to Denis J. Murphy of the Housing Opportunity Center of Columbus, Ohio. Ohio law requires that limited partnership agreements be filed and made available to the public, and the Housing Center made use of this information to send individual letters to each investor.

Run your own ad and tell it like it is

The Columbus housing center has also secured outside funds to run a prominent display ad for a year in the Dispatch. The ad, located near the real estate classified ads, reads "All properties advertised for rent or sale in Central Ohio are available under the law on a FAIR HOUSING BASIS. If you believe you have been discriminated against because of race, creed, color, or national origin, contact the Housing Opportunity Center, 115 Miami Avenue, Columbus, Ohio, Telephone 228-0851."

Make suburban homeseeking easier for blacks

"The Homeseekers Guide to Fairfax County" presents in careful detail listings of some 600 sub-divisions and 200 apartment and townhouse developments, giving average age of unit, predominant architectural style, distance from Washington, and price range. Included is a large map color-coded by price range. "The Homeseekers Guide" is the work of Joel Miller, a consultant to both the Washington Center for Metropolitan Studies and the Housing Opportunities Council of Metropolitan Washington (DC), and is intended to give black homeseekers information formerly available only through real estate brokers in almost exclusively white Fairfax County, Virginia. (see Publications.)

No black people in your town? Import!

A unique approach to achieving economic and racial integration of an all-white middle-class community comes from Valparaiso, Ind., 50 miles southwest of Chicago's Loop, where a corporation has been formed to buy older houses and lease them to ADC mothers and their children from the Chicago ghetto. A non-profit organization, the Valparaiso Builders Association, began the project and plans to absorb the repairs and upkeep on all properties acquired. Three ADC mothers have moved to Valparaiso, and a spin-off organization has been formed to help them break the poverty cycle with college training for all three mothers and all the supportive aid this requires. The effects on Valparaiso so far: some tension, some publicity, six schools with their first black child, two middle-class black families who have moved on their own into the no longer all-white town, and a waiting list of 15 other families asking help in leaving Chicago slums. The mothers, at last report, find adjustments often difficult but consider the program worthwhile.

TO RAISE FUNDS. . .

Neighbors, Inc. in Washington, DC held a magic show for the entertainment of children and adults . . . Crenshaw Neighbors in L.A. gave a "Funky Blues" cocktail party in honor of their "Red Heart" members, who contribute monthly to the organization's support.

AND TO GET OUTSIDE HELP

Gordon Sherman, president of Businessmen for the Public Interest, told a conference of Suburban Action Institute in New York that his organization uses the techniques of both Nader and Alinsky to combine the leverage of interested community groups with the know-how of BPI professionals. Professionals alone, he said, lack credibility as representatives of the public interest and community groups alone are organized for futility - "the first thing they do is create by-laws' - but "for the period the two are joined they are invulnerable."

How about Nader . . .

Ralph Nader has set up a national clearing house to encourage reform of local assessment practices. Anyone with evidence of a discernible pattern of inequitable property tax assessment practices should write to Sam Simon, Public Interest Research Group, 1025 15th St. NW, No. 601, Washington, DC 20005.

or the Legal Defense Fund

Jeffry Mintz of the Legal Defense Fund, 10 Columbus Circle, NYC 10019, writes NN, "This office is generally available to work on any major cases of housing discrimination, either direct or indirect, as for example, dislocation of persons by highway construction. We, of course, do not have the manpower to handle individual housing discrimination cases."

NOTICE

The federal Internal Revenue Service has issued guidelines for tax-exempt organizations involved in litigation which can reasonably be accepted as being in the broad public interest. Any tax-exempt National Neighbors member group that may fall in this category should contact their local IRS office with questions.

Return to Art. Q.

"SOCKING IT TO (AND WITH) CLEVELAND'S ESTABLISHMENT"

The Joe Battle story from the National Urban League Housing News

In an unusual departure from form, the National Urban League publication Housing News devoted three pages of its 6-page October-November issue to the Cleveland "Operation Equality" Urban League program headed by National Neighbors president Joseph H. Battle. We assume the reasons for their giving this program so much attention were similar to those of the National Neighbors Council of Delegates who, in conference last May, elected Joe Battle president and adopted a program of housing action which very clearly had Cleveland's OE program as a model. The reasoning is simple: Joe Battle has a clear-cut program based on a logical and convincing analysis of the current situation in housing, and it is working. There is more to it than that, of course. Part of the rest is Joe's indefatigable zest for his cause and his work. Another part is sheer hindsight - Joe's belief in the feasibility of a program to stimulate the "enlightened self-interest" of the Establishment is more convincing now that his program has demonstrated it than it might have been before the fact. The all-important thing now, however, is that great things are happening in Cleveland, and more people should know about it. We know of no better way to communicate it than to excerpt from the Urban League's excellent article:

"Cleveland OE, like a few other programs around the nation, has decided that a case-by-case approach to serving minority housing needs is like trying to sweep the seashore clean of sand. What is needed instead, they contend, is basic change in the system of housing supply and allocation.

"Joe Battle puts it this way, . . . 'We were getting nowhere trying to go around the system, so we decided to drop the intermediary role and start fighting for breakthroughs for whole classes of homeseekers.'

"As a result, in the past year Cleveland OE has: Obtained a statement of policy by the Cleveland bar association in support of lawyers' actively working for open housing that . . .in one case moved a leading law firm to decline to defend a leading real estate outfit against a charge of discrimination; Obtained, through vigorous prosecution... agreements from several large Cleveland area apartment operators (including the largest) with more than 10,000 units under their control, to train staff in open housing attitudes and the law, open rental rolls to blacks, and to have a black person review all rejected applications, and all eviction actions against blacks; Developed a relationship with big business through the Cleveland Businessmen's Interracial Committee that will soon lead more than a dozen of the largest employers in the area (who spend up to $200,000 a year apiece in real estate commissions to find homes for relocating employees) to refuse to deal with agents who do not practice open housing; Brought actions against a brace of leading real estate firms on charges of discrimination, that seek permanent Federal injunctions barring such practices by them in the future.

"The approach signals an abandonment of traditional fair housing philosophy. 'The traditional arguments were moral preachments,' says Battle. 'We say now that enlightened self-interest is a much more persuasive tool . . . The Bar Association came around out of recognition that since equal opportunity is the law, lawyers could hardly duck the question. We have been able to show the businessmen that it costs them plenty to bring in black employees and then lose them because suitable housing can't be found. . .' As another example, Battle cites the Cleveland area's largest rental management firm, which signed a consent decree. 'The motive in discriminating was business a one,' he says. 'The fear that being open to blacks would lose white tenants. An economic motive. Once we made it clear that we were willing to make the cost of defending suit after suit greater than any conceivable tenant loss, the business decision went the other way. And in implementing it, he was just as thorough as if he were implementing any other business decision.'. . .

"Battle makes it perfectly clear that he considers the real key to final success the program's ability to work with and through major elements of the establishment - the Bar, the business community, other agencies . . . But the ultimate target for Battle (who is a licensed broker and Realtor on leave from his own firm) is the Real Estate Board. He hopes it will ultimately follow the Bar's lead with a strong policy statement. 'We have to soften up the brokers with legal action,' he says. 'But if that's all we do it will be a long, hard pull. We can't just take a promise to be a good boy. We need an affirmative expression of intent. That's why the Bar's statement, and the consent decrees, and the policy statement we hope for from business are vital. In the same way, if we can ever get these guys to say as a profession that they will obey the law, it will make a difference in the individual members' attitudes. And that is the opening we need.' "

COMMUNITY NEWS

Interracial communities as seen by the press

Washington, DC

Neighbors, Inc., short for North Washington Neighbors, Inc., is an interracial community organization in the District of Columbia. During its twelve-year existence, it has received considerable notice in Washington papers, mostly laudatory. But times change, and recently two highly critical articles appeared about NI. The Dec. 6 Washington Post headed one "Neighbors, Inc. no longer cares what color the neighbors are" and one Dec. 20th in the Washington Star was headed "Race Differences Still Impede Neighbors, Inc. Operations".

The gist of both was that NI is an organization dominated by white liberals whose relevance to the problems of their community is dubious. One reporter put it, "(there are) nine-tenths of the 50,000 Neighbors residents who do not hold memberships in the organization and who are never heard from. It may be hard for the leadership of the organization to understand why. But then they are generally not poor, and not black, and do not fully appreciate the day-to-day." The other article acknowledges the "host of accomplishments to its (NI's) credit" ranging from securing a $110,000 grant for area schools to successful fights against zone changes and current plans for a day care center, but added, "But there are still a lot of problems to be dealt with... the group plans to set up a committee to decide what to do about crime and dope," and ends, "For Neighbors, Inc., a group dedicated to maintaining a neighborhood where 'persons of different ethnic and economic backgrounds can live together as good neighbors', the question may no longer be 'Are we relevant to the '70's?' but 'Are we relevant?' "

Larry Pearl, president of NI, was given space by the Post to respond: "I think we know we have some tough problems. . . The problems of crime, education, race and class are complex, staggering, and possibly insoluble. But there are those of us, black and white, who try 'because it's there.' We may 'win' or 'lose', whatever that may mean - and it does not mean keeping a certain percentage of whites in the area - but we will never be the same again as when we came to this neighborhood."

Willingboro, NJ

The headlines of a major story in the Dec. 28 Wall Street Journal read, "Living Together - How one Suburb Acted to Integrate Smoothly, Avoid Major Incidents - The Property Values Increase and Friendliness Prevails In City of Willingboro, NJ".

Ten years ago the New Jersey Supreme Court ordered the Levitt organization in Willingboro to sell to a black family in the development it was building. Today blacks comprise 12% of the population in Willingboro, property values have risen 8% a year with prices now ranging from $18,000 to $40,000 and, according to the Wall Street Journal, harmony prevails.

The secret of middle-class Willingboro's success, as described in the Journal, was Levitt's policy of spacing black families to avoid a ghetto and offering inducements, such as free appliances, to white families to buy next door to blacks. The Journal also gives credit to the low-key efforts of blacks to make integration work through opposing NAACP plans to boycott local merchants who did not employ blacks and successfully using quiet discussion instead.

Judging from the different tenor of the articles on DC and Willingboro, the best measure of the success of an interracial area is economic - if property values go up, you're a success - if the poor move in, you've had it.

An expensive suburb opens up

Cherry Hill, NJ, a 20 minute commute from Philadelphia, has grown from a village to a population of 66,000 in the last few years. Prices of new custom homes range from $25,000 to $60,000. Non-white families number about 300. A young black executive who moved in within the past year reports, "Minority families moving into the community did and still do experience some minor harassment. However, since a real estate broker had his license suspended last year, outright discrimination has ceased. The only practice that is continued by a small number of brokers is the 'guiding' of ethnic groups to certain developments, where they predominate . . . Builders, however, have followed the letter of the law. As a matter of fact, one builder recently filed a complaint against a civic association charging they tried to 'coerce' him and his real estate broker into not selling homes to Negroes. Although some of the residents of Cherry Hill would prefer to live in a 'sterile' community, outright hostile action would usually falter because of a lack of support. Accordingly, purchasing a home is, for the most part, no problem for minorities. As for living in Cherry Hill, a minority family can expect friendliness, indifference, or coolness from neighbors."

COMMUNITY NEWS (cont'd)

Los Angeles

The Fair Housing Congress of Southern California is a new umbrella group set up in the Los Angeles area by community organizations concerned with achieving an open housing market. Fair housing councils and interracial neighborhood associations were faced with the termination of fair housing work by the Housing Opportunities Center whose OEO funds have been restricted to the area of low-cost housing and redevelopment. Supporters of open housing have thus come full circle, since it was fair housing councils who were instrumental in organizing the Housing Opportunities Center in the first place. Among the groups working to build a new organization from scratch are NN members Crenshaw Neighbors, Inglewood Neighbors, and the West Side Fair Housing Council.

East Cleveland

East Cleveland is a bi-racial town on the edge of a city, and suddenly last summer it became a town without a community newspaper. Bruce Melville was one of a "handful" of residents who reacted to this by making the "rash commitment" to start a new newspaper. He reports that the demise of the previous paper "has racial overtones, but that is a whole story in itself. Almost immediately we felt the disintegrating effect of the absence of a community-wide news medium. It seemed as if any kind of organization encountered more obstacles to getting itself together and inspiring people to act in any community-minded way. . . The third issue of the EAST CLEVELAND CITIZEN came out last Thursday (Dec. 17th) . . The paper is guided by a community steering committee, which will hopefully become formalized as its Board of Trustees and help give the publication a kind of community legitimacy rare among newspapers . . . We hope that the CITIZEN can help create the kind of spirit that makes of our bi-racial city a truly integrated community."

SCHOOLS

A two-way busing program works in Shaker Heights

A new school busing program has gone into effect this school term in the affluent Cleveland suburb of Shaker Heights - but not without some emotion-packed negotiations. The problems did not come so much from the white citizens who disliked busing for school integration (though these existed and were vocal) as from the parents of the town's one predominantly black school. The original plan proposed by the school administrative staff in early 1970 was to close the 90% black Moreland School as a neighborhood school and revamp it to be an enrichment center for the entire district, with Moreland children being bused to the six all-white schools in the city (two, Ludlow and Lomond, whose community associations are NN members, were already satisfactorily mixed racially and were unaffected by the plan.)

When the Moreland community association met to discuss the proposal, parents objected strongly to the one-way policy of busing only black children. School integration, they felt, should be a two-way street; Moreland School should stay open and receive white children bused to it as well as send its students out.

The School Board agreed to try. They accepted a proposal to leave Moreland those students whose parents requested in writing that they not be bused to another school. And, the School Board said, the superintendent was prepared to receive requests from parents in the six white schools that their offspring be bused to Moreland. If Moreland could be racially balanced in this way, the School Board promised it would stay open. Otherwise, all Moreland children would be bused, since their relatively lower achievement scores had convinced the Board that integration was essential.

The unconventional plan succeeded. By last fall enough white parents had signed up that Moreland opened its doors as a racially mixed school, and six other schools have adjusted smoothly to their new integrated status.

"Rainbow Power"

When a young black girl was a fifth-grade student at integrated Ludlow School in Shaker Heights, she wrote a poem. It has since been included in "The World from My Window" by George Mendoza, a collection of poems intended to show what children see and feel deeply.

RAINBOW POWER

by Rosalind Franklin

Races are the colors of people's skin. Well, the kind I'm talking about.
Races are many different colors, red, white, brown and yellow.
I think races should stay together.
Some people think differently, but I think we should stay together
As rainbow power.
Colors put together.
Do you like how I put in the saying 'rainbow power'?"

HOUSING ACTION NEWS

As this issue of Neighbors is being prepared, news comes of the landmark decision of the U.S. Court of Appeals for the Third Circuit in Philadelphia that federal civil rights and housing laws require HUD to affirmatively promote fair housing. Specifically, the court held that federal housing funds could not be spent on projects that would increase or maintain segregation without an over-riding reason. Ripples from this decision will spread far and wide; we suspect it marks at long last the end, or at least the beginning of the end, of an era in which the federal government, no matter where it has put its mouth, has put its money on segregated housing.

Community real estate corporation sues realty board

Suburban Fair Housing, Inc. of Ardmore, Pa. describes itself in bold print on its brochure as "a licensed real estate firm dedicated to overcoming discrimination in housing." Organized in 1956 by suburban property owners who hold shares in the business, SFH has made over 160 integration sales in more than 40 suburban communities. At the beginning, brokers refused to cooperate with the new real estate office but as time went on, they became more willing to make their listings available. SFH continued to be excluded, however, from the multiple listing service controlled by the Main Line Board of Realtors. After three unsuccessful attempts to gain membership, the crusading real estate corporation has filed suit against the realty board, charging restraint of trade.

Realtors react to fair housing laws with support in Baltimore

"Equal Opportunity in Housing, a Guide for Buyers, Sellers, Landlords, Tenants, Community and Neighborhood Associations" has been published as a public service by the Real Estate Board of Greater Baltimore. Some excerpts: "All buyers and renters are entitled, by law, to equal treatment. The Real Estate Board of Greater Baltimore is committed to this standard and pledged to uphold it. . . The presence of a minority group member in your neighborhood is not the reason for declining values. Decreasing values are caused by panic on the part of a few individuals who act alone in an ill-advised and short-sighted manner. . . If you plan to sell, consult your Realtor about pricing, financing, and the use of a 'For Sale' sign. A large number of 'For Sale' signs in one neighborhood can make buyers apprehensive. . . Local neighborhood associations help preserve a neighborhood's standards and handle its problems. Urge all old and new neighbors to join and play an active role in your association... . Promptly report all rumors to your association and encourage all qualified prospective residents to consider your neighborhood for their new home."

Project FREE finds discrimination laws easy to test, hard to enforce

In March, 1969, Project FREE in southern New Jersey tested 20 apartment complexes during 2 days and found 12 violations. A year later, they made 14 tests and found 5 violations. All violations they have followed with complaints. Hearings on the twelve 1969 violations were still not complete when they made the 1970 test, and of the five 1970 cases, as of January, 1971, one has come to a hearing, two hearings are due in the very near future, and two others are still pending. As a result of these experiences, FREE has recommended to state legislative committees several procedures for improving law enforcement in this area, including expanding the staff of the Division on Civil Rights, increasing their salaries, providing the Division with its own attorney, and increasing the number of Hearing Examiners. In addition, FREE recommended the licensing of owners and managers of large apartment complexes and making legal provision for punitive damages in discrimination cases.

SOHI ad gets wide distribution

"Your heart may be in the right place, but are you?", an ad placed by Sponsors of Open Housing Investment in the NY Times urging Americans who support open communities to avoid one-race neighborhoods in making their own housing choices, has been reprinted in full in The American Teacher, AFT publication, and in The Cooperator, published by United Housing Federation.

Interracial neighborhoods form coalition to fight brokers

Four Philadelphia neighborhood associations, including NN member Northwest Neighbors, Inc., have formed a coalition to combat the practices of real estate brokers which they say are destroying the interracial character of their communities. The groups have previously worked individually and together to bring charges under Philadelphia's antisolicitation law, which forbids brokers to solicit sales from homeowners who have notified them they do not wish to be solicited, to picket offending realty firms, and to protest misrepresentation in advertising and discriminatory advertising practices. The new coalition has been formed to take legal action.

PUBLICATIONS

"A Guide to Housing Problems", a manual of laws affecting tenant-landlord relations in Baltimore, Sept, 1970. Provides a model for useful tool for organizations concerned with helping tenant problems - Baltimore Neighborhoods sold 600 copies in first month of publication. Available at 25 ¢ plus 15 ¢ handling from Baltimore Neighborhoods, 32 W. 25th St., Baltimore, MD 21218.

"Homeseekers Guide to Fairfax County, Va." (See p.2) Order from Housing Opportunities Council, 711 14th St., NW., Washington DC 20005. $1.50 per copy; $13 for 10 copies; 25 copies for $30.

"Racial Integration in American Neighborhoods: A Comparative Survey", by Norman M. Bradburn, Seymour Sudman, and Galen L. Gockel, 1970, National Opinion Research Center, 6030 S. Ellis Ave., Chicago, IL 60637. Final complete report of NORC research study conducted in spring 1967, and formerly partially reported in The Journal of Business of the University of Chicago. "On the basis of our data, we estimate that 36 million Americans, or 19% of the population, lived in racially integrated neighborhoods in the spring of 1967. . . We estimate that the proportion of households living in integrated neighborhoods will rise slowly to about 35% over the next decade." Includes a wealth of data on socio-economic characteristics, attitudes, housing conditions, life styles, historical development, etc. of "white-segregated, open, moderately integrated, substantially integrated, and Negro-segregated" neighborhoods, whose "process definitions" a reader must keep firmly in mind to avoid hopeless confusion. NORC's statistics, which seemed incredible to many when first released in Jan, 1969, forecast the 1970 census figures of suburban increase in black population.

"The Anxious Majority" by Lois Wille. Reprint of a 1970 feature series in The Chicago Daily News on the problems of the white ethnic neighborhoods of Chicago faced with incoming black residents and the beginnings of a tendency toward interracial collaboration on "common gut issues" - upgrading schools, fighting crime, keeping city services. Reprints available from American Jewish Committee, 165 E. 56 St., NYC 10022.

"Small Urban Spaces" by Whitney North Seymour, Jr., ed., $4.75 from the Parks Council, 80 Central Park West, NYC 10023. "Useful and specific facts for anyone interested in getting a small park for his neighborhood. . . with concrete examples from some of our large cities."

"The Social Consequences of Residential Segregation of the Urban American Negro" by Stephen D. Berger, 1970. Reprint of material included in amici curiae brief submitted to U.S. Supreme Court in Jones v Mayer in 1968, by NAACP et al, which resulted in opinion that all housing discrimination violates 1866 Civil Rights Act. Appendix gives Supreme Court opinions in famous case, which make use of social consequences arguments presented here. Available at 50 ¢ from Metropolitan Applied Research Center, 60 E. 86th St., NYC 10028.

MEMBERSHIP APPLICATION

NATIONAL **Neighbors** 5 Longford St., Philadelphia, PA 19136

☐ Check enclosed

☐ Check includes additional contribution to National Neighbors of $ _____ .

☐ Please bill me.

☐ Yes, I would like to be an associate member of National Neighbors. I understand that my annual dues of $10 entitle me to receive Neighbors and copies of other publications. (Please make sure name and address on reverse are correct.)

☐ Send subscriptions to Neighbors, at $5 for 12 issues (6 a year) to:

☐ This organization might like to be a member @ $25 a year. Please send information and an organizational member application form to:

Contributions to NN are tax-deductible

PUBLICATIONS (cont'd)

Intergroup Relations Newsletter, formerly the "Lou Jones Newsletter". Published each month by the Institute of Race & Community Relations, Univ. of Calif., 2543 Channing Way, Berkeley, CA 94720 to help provide "communication and understanding across racial, ethnic, religious, and cultural communities". Subscription, $4.

"Housing Discrimination and the Maryland Real Estate Commission", Public Information Document #3, released June 9, 1970 by the State of Maryland Commission on Human Relations. Must reading for anyone concerned with role of real estate commissions in enforcing and supporting fair housing law. Write Baltimore Neighbors, Inc., 32 W. 25th St., Baltimore, Md. 21218 for information on securing a copy.

"Deerfield Impromptu", a children's play with music, by Marquita Platov. Children in a dramatic school explore, with use of dialogue, songs, and masks, the meaning to them of the historical Deerfield, Ill. housing case in which the then all-white town prevented the building of a new interracial community. Today there are as many black families living in Deerfield as the builders planned for over a decade ago, and the play depicts the story as one of the slow but sure triumphs of justice by nonviolent means. Cast is eleven children and two adults. Order from Peace Creativity, c/o Community Market, 849 Edkin St., West Chester, Pa. 19280. Copies of "Deerfield Impromptu" script, $1.00 each; music separately $1.00 each.

NATIONAL NEIGHBORS MEMBER GROUPS

Blue Hills Civic Assn, Hartford, CN
Bryn Gweled Homesteads, Southampton, PA
Butler-Tarkington Nbd. Assn., Indianapolis, IN
Chinquapin Park Impr. Assn., Baltimore MD
Crenshaw Neighbors, Inc., Los Angeles, CA
Dayton View Nbd. Council, Dayton, OH
Field Neighborhood Group, Minneapolis, MN
Glenwood Lake Nbd. Assn., New Rochelle, NY
Greater Park Hill Community, Denver, Co.
Hillside Terrace Nbd. Assn., Plainfield, NJ
Hyde Park-Kenwood Comm. Conf., Chicago, Ill.
Inglewood Neighbors, Inglewood, CA
Irvington Comm. Assn., Portland, OR
Kennedy Heights Comm. Council, Cincinnati, OH
The Lomond Assn., Shaker Heights, OH
The Ludlow Comm. Assn., Shaker Heights, OH
Meridian-Kessler Nbd. Assn., Indianapolis, Ind.
Neighbors, Inc., Washington, DC.
Neighbors Unlimited, Los Angeles, CA
New Northwood Impr. Assn., Baltimore, MD
North Avondale Nbd. Assn., Cincinnati, OH
Northeast Heights Residents Assn., Wichita, KS
Northwest Comm. Org., Detroit, MI
Northwest Neighbors Assn., Philadelphia, PA
Oklahomans for Neighbor Equality, Okla. City, OK
Pratt Area Comm. Council, Brooklyn, NY
Prospect-Lefferts Garden Nbd. Assn., Brooklyn, NY
South DeKalb Neighbors, Atlanta, GA
South Shore Commission, Chicago, IL
The Southeast Org. of Kans. Cy., Kansas City, MO.
Southwest Atlantans for Progress, Atlanta, GA
Thirty Families, Oklahoma City, OK
University City Res. Serv., University City, MO.
West Mt. Airy Neighbors, Philadelphia, PA
West Side Fair Housing Council, Los Angeles, CA
Wildewood Hills-Heights Neighbors, Okla. City, OK
Windsor Hills Assn., Baltimore, MD

ASSOCIATE MEMBER ORGANIZATIONS

Atlanta Comm. Rels. Commission, Atlanta, GA
Baltimore Neighborhoods, Inc. Baltimore, MD.
Culver Neighbors, Culver City CA
Home Investments Fund, Chicago, IL.
Housing Opportunities Made Equal, Raleigh, NC
City of Inglewood, Inglewood, CA
Metrop. Applied Research Ctr. Library, NYC, NY
Social Sec. Admin. Housing Service, Baltimore, MD

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Neighbors

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Vol. 2 No. 1

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Season's Greetings . . .

"Gee! It's Mr. Whitney Young. Remember? He's the one who first introduced us"

. . .in the spirit of Whitney Young's unswerving confidence in the eventual brotherhood of man. He once wrote some words that can serve us well in this new year:

> "And after trying one approach after another, it gets clearer and clearer that whether we are talking about education, health, welfare, employment, or any other element of community stability, the central factor – the key – is housing. And this means more than the quality of housing, although that is very important. It is also where the housing is."

May the coming year bring more of us together in neighborhoods which have replaced racism with the beginnings of a community of man.

Joseph H. Battle

President, National Neighbors

Neighbors is published bi-monthly by National Neighbors, an organization of interracial neighborhoods. Organizational memberships are $25 a year; individual associate memberships are $10 a year. Memberships include copies of all publications. Subscriptions to Neighbors, 6 issues a year, are $5 for 12 issues. Material from this newsletter may be used as long as NN is credited. Co-editors: Phyllis Insull and Jean Bullock. National Neighbors, 5 Longford St., Philadelphia PA 19136. (215) 338-2905.

LOVE, HOPE, PROGRESS, LAUGHTER – A SEASONAL POT-POURRI:

A Black-Controlled Foundation. . .

The Interreligious Foundation for Community Organization is a coalition of national religious agencies and minority community groups. Its executive director is Lucius Walker, Jr., its president is Earl E. Allen; and both of them are black. IFCO's purpose is to fund community organizations on projects "which meet criteria geared to self-determining efforts of the poor to better enable their participation in all aspects of American life." Since IFCO began operations in 1967, it has allocated grants totalling more than $2.7 million, and ranks among the top 200 American foundations in terms of total grants made. Criteria for judging projects for funding are: need, indigenous participation, creative ideas, potential for self-support (should have exhausted local resources to raise developmental funds), leadership development, and ability to implement. Among the community organizations funded in fiscal 1970 were Capitol East Community Organization in Washington, DC, which received $26,950 for its program on issues of land redevelopment, hospital policies and crime control in a declining neighborhood of some 115,000 people; the Committee for a Unified Newark with $20,000 for educational, cultural and citizenship programs; the Garfield Organization in Chicago with $11,250 for its economic development program; and the Woodlawn Organization with $40,000. Organization for a Better Austin, an interracial community association in Chicago, received $1,100 for a training program. Abundant information on the foundation can be obtained by writing IFCO, 475 Riverside Drive., Room 560, New York, NY 10027.

Classification Complexity. . .

The Metis Association of Alberta, Canada presumably promotes the cause of Indians, and its by-laws specifically restrict membership to persons who are half-Indian and half-white. At a conference of 500 Metis, David Adams, whose father was Black and whose mother was Indian, demanded to know why he should be excluded, stating "I'm just as much Indian as any of you!" The Association president promised to personally seek a change in the by-laws, since it is the Indian blood with which the group is concerned. And, anyone who is half-Indian should be recognized as whole-Metis!

Lasting Learning. . .

Two days out of every year, a teacher in rural Iowa divides her classes into two groups -- the blue eyes and the brown eyes. Next, she alternates giving one group praise and privileges while the other is downgraded through fault finding and denial of provileges. Her method of teaching about the effect of discrimination is the subject of a book entitled A Class Divided by William Peters, who also wrote and directed an ABC TV production of "The Eye of the Storm" about the project.

Mrs. Jane Elliott of Riceville, Iowa, says that the project is the most difficult thing she does all year, but well worth it because the students experience the effects of discrimination directly. "After being accused of being stupid and clumsy, the children really begin to act that way. Children who normally had no learning problems couldn't learn. Those in the superior group became superior students. You can't believe it unless you see it."

A recent study showed Mrs. Elliott's previous students exhibited much less racism than others from the same school, and that Riceville children in general showed much less racism than their counterparts in two comparable nearby communities.

Love Power. . .

While the concept of "transracial adoption" is not startlingly new in most interracial neighborhoods, national publicity has drawn attention to local areas. Larry Grisvold, an active member of the Irvington Community Association in Portland, Oregon, was featured as "Model Cities Citizen of the Month" in Portland's Model Cities News. The Los Angeles Times featured the family of Larry Gluck, president of Crenshaw Neighbors. Both are white couples who have adopted black children. Color them love.

and a Scoop!

It all began in the Town of Nutley, New Jersey, last February when the local dog ordinance was amended to require that a person curbing his dog "shall immediately remove all feces deposited by such dog by any sanitary method approved by the local Health Authority." Pretty soon the town's leading official was on television, as was a citizen who sued the Town when he was convicted twice for failing to clean up after his Great Dane, Snoopy. When the court not only approved the ordinance but broadened its scope, municipalities everywhere began to pass similar ordinances. The Dec. 20 issue of TIME shows a Shaker Heights resident armed with scoop and shovel as she takes her dog for a walk. In every interracial community, dogs and expressways seem to be major issues. . .so here is a suggestion for alleviating at least one of those!

NN NEWS

An organization needs meetings, but for a national group on a limited budget, this can present problems. Two of NN's committees recently met the problem with a week-end "retreat" - packing into two days enough substance to fill months of the weekly two-hour meetings that a local organization would schedule.

Planning Ahead

The long range planning committee of National Neighbors, appointed by the Board at the Oberlin conference and chaired by vice-president Ruth Steele, met at her home in Philadelphia the week-end of December 3. By farming out children, packing the freezer with home-cooked meals, and appropriating Phyllis Insull's Japanese bed, Ruth housed and fed everyone for two days and nights. Discussion followed a rigorous schedule and was far-ranging, spirited, and very productive. The committee will travel again to Philadelphia in the spring to complete a final report on their recommendations for National Neighbors' long-term plans — to be presented at the annual conference in Baltimore next June.

Open Housing Committee Meets

The new open housing committee of National Neighbors, chaired by president Joe Battle, met the week-end of December 10 in an Adirondacks retreat. Present were Joe Battle, Jim Harvey, Betty Hoeber, Howard Lewis, Jean Milgram, and Ruth Steele. Their mission — to come up with a detailed plan for implementing NN's commitment to achieve an open housing market in this country. The committee recommended that NN seek funding and support for a single-purpose national project with the aim of eliminating racial discrimination from the housing market. Following approval by NN's Board a proposal will be circulated widely among fair housing supporters. Further details will be printed in the next issue of NEIGHBORS.

League of Women Voters Publicizes NN

In its Nov. 1971 issue, The National Voter, bimonthly publication of the League of Women Voters of the United States, suggested to "League members moving to another city and interested in living in interracial neighborhoods" that they contact National Neighbors for help. Letters from League women have been coming in to the NN office ever since — some are moving and want information on interracial neighborhoods, and some already live in an interracial neighborhood and want to know more about National Neighbors.

And So Does the NAACP

"The Story of National Neighbors" by Jean Milgram, executive director of NN, appears in the December, 1971 issue of The Crisis, official organ of the National Association for the Advancement of Colored People. Thank you, Henry Lee Moon, editor, for helping to spread the word so far and wide among the half a million members of the NAACP.

Views on Racial Problems

Last spring NN sent out a small ballot to a selected list of individuals who support integrated housing. We commented that there seems to be widespread disagreement about current trends in meeting racial problems and asked them to check whether they thought racial problems were getting better, worse, or cannot be evaluated, and asked their comments. We had 75 replies: 36 said "better"; 20 said "worse"; 13 said "cannot evaluate"; and 6 checked "better" and "worse." The comments make it even clearer that the ambivalent feelings are very real. Some of them:

"Seem better but really getting worse. We seem to be in a period of peace, but I find the old racists are still around and many people supporting them. Not enough have changed."

"The reality about discrimination is clearly better. But due to rising expectations and frustrations, the problem has increased."

"What I hear and see are not parallel; what is said is frequently inconsistent with what is being done. Result — I'm bewildered."

"Better. We no longer seem to ignore our problems as we used to do. A more open atmosphere may be helpful in the end, even if it causes clashes now."

"Worse. While the issues are clearly defined for the first time, subtle resistance to the solution to the problem is increasing."

"None of these. Our racial problems seem to be getting neither better nor worse — only different."

COMMUNITY NEWS

Washington, DC: No Way For Roadway!

The latest attempt by Congress to eliminate community opposition to the proposed North Central Freeway in the District didn't work. It seems that a PR firm, New Wave Communications, was hired to "verify" citizens' feelings, but members of Neighbors, Inc. felt the company was really hired to do a selling job. NEIGHBORS INK, reporting on one meeting, commented: "After about an hour of spirited dialogue, they decided to give up on us! Mr. Mitchell (from New Wave) said, 'I don't feel we're getting the kind of response we're looking for.' A word of advice to any future salesmen Congress may try to send us. The people in this community are too sophisticated and knowledgeable to fall for those tactics."

Baltimore, MD: If at First You Don't Succeed. . .

When 450 members of the Real Estate Board of Greater Baltimore met for their annual luncheon, they were entertained by more than Muzak. The usual speeches and chicken ala king on toast points shared the occasion with about 30 members of the Northeast Community Organization, who lined up in front of the head table chanting "We want a meeting!" and periodically trying to speak into the microphone. NECO was protesting the refusal of the Real Estate Board to meet with them to discuss ouster of a Realtor accused of block busting and steering. The Baltimore Sun reported that when one Realtor shouted, "Throw the bums out," a NECO woman responded, "You're the bums! You're in our neighborhoods. Don't call me a bum or I'll bust you with an umbrella!" Finally, at the request of the restaurant owner, backed up by several policemen, the NECO members retired, and the shaken President of the Board told the press that a meeting with the group would be arranged.

Philadelphia, PA: Reviving a Lost Art

Concerned residents in West Mt. Airy got together to talk about how rising crime in the area was eroding the sense of community once prevalent everywhere. People had become so frightened by all the "could happens" that they went about their individual business barely speaking to each other, and seldom went back out through the maze of locks and security devices once they reached home. Someone threw out the idea of "Walk & Talk," a specified time in the evening when everyone could circulate in his block, chatting with persons on the street and on porches. Along with conversation and exercise, residents planned activities which varied with each block — refreshments, a talent show, a smorgasbord, and a plant swapping, to name a few. Now, West Mt. Airy has an annual event everyone looks forward to.

Stop Talking and Do Something

Community organizations in Northwest Philadelphia have had a long history of trying to work out an agreement with the real estate board that would put an end to illegal and unethical practices in the area. For a time things looked better — the Board had designated the area as "non-solicitation" area and banned the practice of soliciting listings by member brokers as well as limiting the number of For Sale signs. But after 3 months the Realty Board declared the area "stabilized" and removed all restrictions. Now nine community groups have decided to take matters into their own hands. They have jointly formed the Northwest Community Housing Association which will work, with a full-time staff person, to encourage whites to stay and to work to channel all real estate transactions through brokers that have agreed to abide by the neighborhood's criteria of: 1) not soliciting listings, 2) not advertising selectively, 3) following a fair mortgaging policy, and 4) never disparaging the neighborhood on race.

Rochester, NY: You Tell 'em!

It was a blistering summer day. Heat waves radiated from the asphalt. The downtown bridge across the river was closed for interstate highway construction, and hundreds of frustrated, sweating motorists crawled stop-and-go along city streets enroute to their distant suburban homes. Some cheerful people walked down the line of cars passing out bright yellow flyers: "IF YOU LIVED IN THE 19th WARD, YOU WOULD BE HOME NOW! THINK ABOUT IT!! CALL 328-4708 FOR 19th WARD COMMUNITY ASSOCIATION FREE REAL ESTATE LISTING SERVICE." Incidentally, the Listing Service isn't all smugness -- not by a long shot. Volunteers manning it over the past three years have successfully preempted a total of $69,789 in commissions from "professional" real estate salesmen!

Hartford, CT: . . .Another Way!

There has been a groundswell reaction to the Blue Hills Housing Service Corporation's efforts to attract new residents to its interracial neighborhood. Several faculty members from a suburban private school simultaneously moved their families to Blue Hills, which sparked community interest in promoting the idea. Aimed at suburbanites and featuring the advantages of living in town, a well planned campaign has included tours, a fact sheet, and an ad in the local newspaper headed "WHY HAVE 500 SUBURBANITES MOVED BACK TO HARTFORD?" With local media commenting favorably on the project, it's no wonder that the number of prospective and actual buyers has grown impressively. Says the Blue Hills News ". . .most people responding to promotional literature are interested in the real estate values offered in the neighborhood and reduced commuting time, which is also an economy. . .integrated living patterns are a plus."

COMMUNITY NEWS (Cont'd)

Indianapolis, IN: A Re-Do Co-op!

Anyone living in the Meridian-Kessler area is in luck if he is planning to renovate, paint or redecorate his home. Why? Because the M-K Neighborhood Association is offering the experience and advice of area architects and interior designers to its residents. The unique service, along with pointers on landscaping and yard care, is provided on an appointment basis through the M-K office. A really great idea, sure to go over big!

Columbus, OH: Consumer Campaign

In what it calls the "most important campaign in its history," the Northwest Area Council for Human Relations in Columbus, OH is undertaking to get residents to sign a pledge that they will only use real estate professionals who have committed themselves to fair housing practices. Approved Realtors and apartment owners and managers must sign a pledge not only to obey the law against racial discrimination but to make affirmative efforts to market and advertise their properties to as many potential interested people as possible without regard to race, creed, or national origin. The NACHR office will make the list of approved real estate professionals available to all pledge signers, who also agree to recommend these professionals to friends or relatives who need these services.

Detroit, MI: Block Power

According to an article in the Detroit Free Press, block clubs in the city are becoming a political power to be reckoned with. The news story hazards a guess that the number lies between 2,000 and 6,000. Said one councilman, "I believe we have more block clubs and community organizations proportionately than any other large city." Waymon Dunn, President of the Community Improvement Association of Block Clubs says the functions of the clubs are "creating a bridge of understanding between black and white; having communication with kids; urging people to keep their property up and maintain a high standard of living." Mr. Dunn adds, "We've got to go to the political parties, to the labor organizations who control what's going on, and get them to see the problems. We're at the brink now -- not of partisan politics -- but of effective politics."

LEGAL ACTION

How About Freedom of Association?

In Trafficante, et al v. Metropolitan Life Ins. Co., white residents of an apartment complex in San Francisco brought suit in federal district court against the owner and operator of the complex, alleging that they were engaged in discriminatory housing practices in violation of the 1968 fair housing act and were thus denying plaintiffs their right to live in a racially integrated community. The defendants argued that the plaintiffs were not "persons aggrieved", since their right to purchase or rent real estate was not claimed to be violated, and therefore they had no standing to sue. The court upheld the defendants' contention, ruling that "the enforcement of the public interest" and "the creation of integrated communities" was entrusted by Congress to the Attorney General under the Act "and not to private litigants such as those before the Court." An appellate court upheld the district court's decision.

Warnings to Realtors:

One of the obvious functions of reporting services for people in the housing and real estate industries -- judging from those we see -- is to warn their clients of possible danger areas posed by the Civil Rights Act of 1968. Apparently these publications view the Act as a real booby-trap which executives should pay good money to learn how to avoid. Some samples:

Don't Mention It

The Real Estate Law Report headlines its main story in the December issue: "Caution: Civil Rights Act of 1968 Being Broadly Construed." The article goes on to report on court cases where defendants were held to have violated anti-block busting laws by making any reference to Negroes entering a neighborhood, even if in response to a question or in an indirect manner through reference to "a changing neighborhood."

Appraisers Under Scrutiny

The Mortgage and Real Estate Executive Report of December 1 heads an article: "Caution: Appraisal Reports May Violate Civil Rights Act," and states that the Act "contains a time bomb that may go off at any minute." According to this latter report, the Department of Justice holds that a real estate appraiser may violate the law if he states that property values have declined as a result of change in the racial composition of the residents, even if that is a true statement "if it is made for profit and if its contents controvene these statutory provisions."

HOUSING NEWS

A New Tool For Those Community-Realtor Confrontations

Faced with the need for communication with real estate brokers and boards, Baltimore Neighborhoods, Inc. found that everything frequently bogged down in semantic difficulties. Often-used terms like "block-busting" didn't always mean the same thing to brokers and community people. John Michener, chairman of BNI's integrated neighborhoods committee, took on the task of developing some rigorous definitions. Herewith the results:

Racial Steering: There is "racial steering" whenever the following elements exist:

(1) A buyer has described (or the broker has determined) the type of housing the buyer wants and can afford; (2) the buyer has not specifically requested that he not be shown homes in areas of designated racial composition; (3) the broker shows homes meeting the buyer's needs in an area of a particular racial composition while not showing other homes also meeting the buyer's needs but which are located in an area of a different racial composition; (4) the causative factor in the different pattern of showing homes is the race of the buyer. It is immaterial whether the broker is trying to anticipate "probable" or "typical" buyer reactions to the neighborhoods not being shown; is anticipating that a sale to the buyer will be quicker or easier in the area shown than a sale in the area not shown; does or does not consciously realize the difference in his actions. The controlling factor for "racial steering" is a difference in treatment of buyers or areas shown based on racial factors.

Blockbusting: There is "blockbusting" when an activity (or group of activities) is undertaken in an area, usually by a broker, with the effect of inducing the residents (owners or renters) to leave by inculcating belief (or fear) of impending change. Typical fears include the pressence of prospects of: (1) a disproportionately large number of homes for sale; (2) a massive change in the racial character of the neighborhood; (3) new neighborhood residents of a different racial background and with such conflicting lifestyles and attitudes that neighborhood peace and harmony will be impossible. It is immaterial with respect to "blockbusting" whether the activity is undertaken with the deliberate intent of generating sales volume for brokers or to create new housing opportunities for minority persons. (Note: Sale of a house in a previously all white block to a qualified bona fide black buyer is not blockbusting. On the contrary, refusal to show or sell a house to such a buyer is either overt illegal discrimination or illegal steering.)

Neighborhood Integration: Four different requirements must be met for neighborhood integration. These are: (1) physical - different races must be present in the neighborhood as residents; (2) social - the persons of different races must live in separate households, must not be in an employee-employer relationship with each other, and must have co-equal status as residents of the neighborhood; (3) knowledge - there must be a general awareness of factors (1) and (2) . . a neighborhood is not integrated if the presence of the persons of different racial backgrounds is hidden or unknown; and (4) time - the multiracial residency must be continuing. . .generally it is not continuing if it exists on a day-to-day basis, such as transient hotel or motel rentals; it will end on a definite date, such as a college semester; it will end in the immediate future, even though there is no exact date. (A neighborhood where all occupants of one race have made definite or near-definite arrangements to leave in the near future cannot be regarded as integrated. Such a neighborhood is transitional with a temporary multiracial composition. Believers in integration often will not regard multiracial neighborhoods as integrated if those neighborhoods do not value their multiracial character. Without such valuation the multiracial character is of short duration and the neighborhood is transitional - the durational requirement will not be met.)

HUD OPENS DOORS

Discriminated Against?

Dial 800-424-8590

Since last June, the Department of Housing and Urban Development has been trying out an Equal Housing Opportunity Campaign in the Philadelphia Region. Its success has led HUD to expand the service to the entire area east of the Mississippi. TV public service commercials tell the listener, "Discrimination in housing is against the law. If you're having trouble, call HUD toll free." HUD seeks the support of fair housing and human rights groups to make the campaign a success.

PUBLICATIONS AND FILMS

On Race

"Attitudes Toward Racial Integration", by A. M. Greeley and P. B. Sheatsley. In Scientific American, Dec., 1971. Report on a 1970 study that is the latest in a series beginning in 1942. Shows pro-integration attitudes have steadily increased, with large majority of whites favorable to integration of public facilities, schools, and transportation. Only neighborhood integration and mixed marriages still divide white Americans about equally.

"The Black Mystique Pitfall" by William H. Hastie. In Crisis, October, 1971. Text of Judge Hastie's electrifying address to the NAACP Annual Convention in July. "Racial mystique. . is destructive of our common humanity and that willingness to make common cause for human betterment which whites and blacks so badly need."

"Blaming the Victim", by William Ryan. Pantheon Books, NY, 1971. A fascinating exposition of the process by which those whose actions create a social problem blame the victim of the action for the existence of the problem. Dr. Ryan, a psychologist, relates this mechanism to today's urban and racial problems with wit and compelling logic.

"Colors Around Me". Afro-Am Publishing Co., 1727 S. Indiana Ave., Chicago IL 60616. A readiness picture book for kindergarten and first grade, relating skin colors to other child-appeal objects. . .e.g., "Stuart is brown like a copper penny." Very attractive drawings. Larger "Colors of Man" kit includes spirit masters, skin color crayons, study prints, booklets, and teachers' guide. Book, $4.95; kit, $21.00.

"Federal Civil Rights Enforcement". U.S.Commission on Civil Rights, Clearinghouse Publication #31, U. S. Govt. Printing Office, 50 cents. Also, "Federal Civil Rights Enforcement - Seven Months Later", available free from the Commission, Washington, DC. Landmark reports.

"Hanging Together" by William Taylor. Simon & Schuster, NY. A trenchant analysis of the whole range of urban problems and their effect on equal opportunity for all citizens. Of particular interest are the chapters on various solutions to housing problems and Mr. Taylor's analysis of what is needed to achieve equal opportunity in housing.

Periodicals

Akwesasne Notes Published by the Mohawk Nation, via Rooseveltown, NY 13683. Lively monthly newsletter about American Indians by American Indians. Free to those requesting it.

Civil Rights Digest. Published by the U.S. Civil Rights Commission, Washington, DC 20425. Quarterly magazine with articles "offered to stimulate ideas and interest on the various current issues concerning civil rights."

Journal of Intergroup Relations. A quarterly publication of the National Association of Human Rights Workers, 230 Heyburn Bldg., Louisville, KY 40202. $6.00 a year; free to members of NAHRW. A practitioner's publication for those working in field of human rights.

MEMBERSHIP APPLICATION

NATIONAL **Neighbors**

5 Longford St., Philadelphia, PA 19136

☐ Check enclosed

☐ Check includes additional contribution to National Neighbors of $_____.

☐ Please bill me.

Contributions to NN are tax-deductible

☐ Yes, I would like to be an associate member of National Neighbors. I understand that my annual dues of $10 entitle me to receive Neighbors and copies of other publications. (Please make sure name and address on reverse are correct.)

☐ Send subscriptions to Neighbors, at $5 for 12 issues (6 a year) to:

☐ This organization might like to be a member @ $25 a year. Please send information and an organizational member application form to:

PUBLICATIONS (Cont'd)

On Housing

"Behind Ghetto Walls", by Lee Rainwater. Aldine Publishing Co., Chicago, 1970. Subtitled, "Black family life in a federal slum", this is a report on a research project in the infamous Pruitt-Igoe public housing project in St. Louis. Includes many transcriptions of recorded personal histories. Major conclusion: "The problem of poverty (and its sub-culture) is a problem of relative deprivation. . .effective poverty strategies have to change the income situation before requiring changes in behavior and attitudes."

"The Challenge of Multiracial Living", by John Michener. In Friends Journal, Oct. 15, 1971. "We can put into practice our beliefs in the brotherhood of man and help to attain a healthy society simply by living in a multiracial community." Available free from National Neighbors.

"A Decent Place to Live". Ford Foundation, Office of Reports, 320 E. 43 St., NYC, NY 10017. A report describing the major efforts by the nation's largest foundation in the areas of increasing housing supply, supporting open housing, and inner-city renewal. An excellent source of concise information on some of the country's most important projects in these areas.

"Equal Housing Opportunities in the South". Southern Regional Council, 5 Forsyth St., NW., Atlanta, GA 30303, July, 1971. 50 cents. Reports on action by HUD, the Justice Dept., and community organizations and its impact, or lack of it, on housing discrimination in the South.

"Factors Affecting Housing Choice for Black Families in Chicago". Leadership Council for Metropolitan Open Communities, 155 N. Wacker Dr., Chicago IL 60606. $2.00. Report on a study that found that inner city residents fear discrimination, violence, and isolation when considering a suburban move. Black suburbanites confirm that isolation is a problem.

"Far Out! Federal Agency Relocation". Housing Opportunities Council of Metropolitan Washington, 1522 K St. NW., Washington DC 20005. August, 1971. Recommendations for federal policy in locating federal agencies so as to ensure adequate and non-discriminatory housing for employees. Especially pertinent now, since HUD and GSA have issued guidelines on this subject and invite comment and suggestions.

"Homeownership for Lower Income Families, a Report on the Racial and Ethnic Impact of the Section 235 Program". U.S. Civil Rights Commission, Washington DC 20425, June, 1971. The report on the U.S. Civil Rights Commission's findings that the federal program subsidizing home ownership for poor families is being used to perpetuate racial segregation.

"Our Failure to Gain Compliance with Fair Housing Laws", by Joseph Battle. Published by National Neighbors, 5 Longford Street, Philadelphia PA 19136. 10 cents, 12 for $1.00. The text of a speech by the president of National Neighbors to the 19th Ward Community Association in Rochester, NY. A closely reasoned analysis of the reasons for the continued, if illegal, exclusion of racial minorities from the housing market, and the need to focus on the real estate system as the controlling force in perpetuating segregated housing patterns.

Film

Many TV documentary films are available for rent from Audio-Visual Services, the Pennsylvania State University, 6 Willard Building, University Park, PA 16802. (814) 865-6315. Among these are "The Cities, Dilemma in Black and White", 1968, 54 minutes color, $18.90, which features Bedford-Stuyvesant and Crenshaw Neighbors in Los Angeles, and "Segregation Northern Style", 1965, 33 minutes, $6.60, featuring Glenwood Lake in New Rochelle, NY.

NATIONAL
Neighbors
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NON-PROFIT ORG.
PAID
Philadelphia, Pa.
Permit No. 171

January—February, 1972
Vol. 2 No. 1

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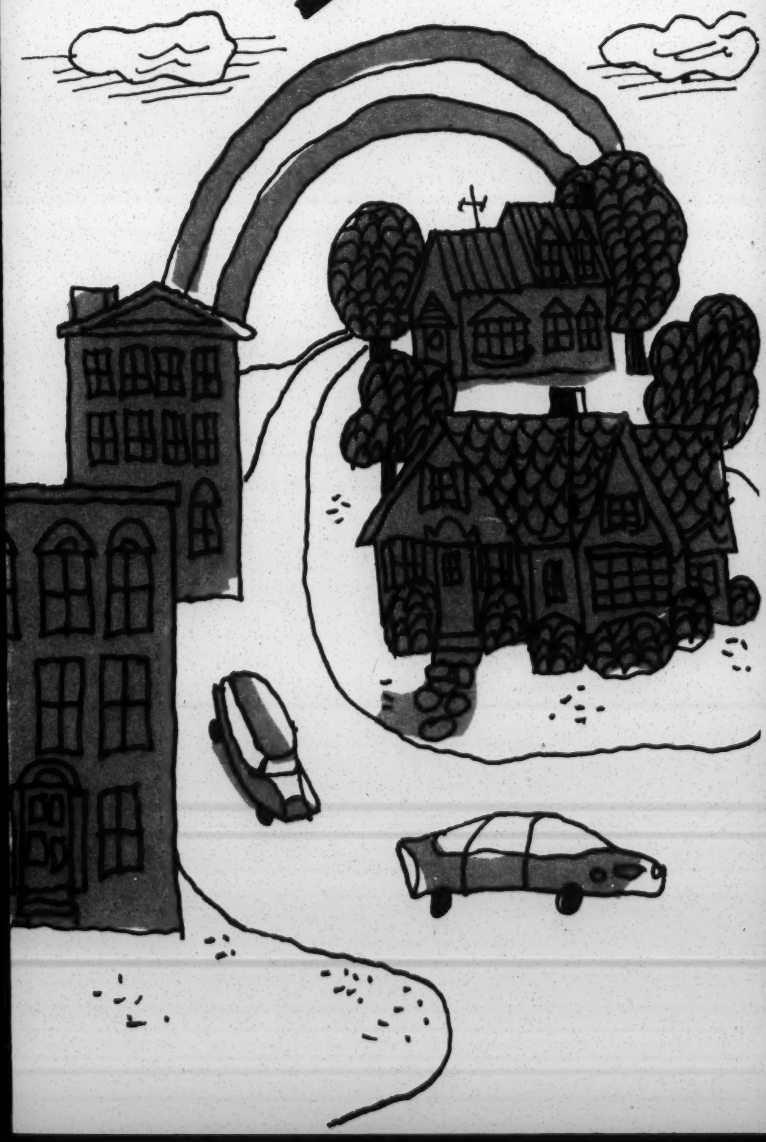
FAIA
Housing & Planning Program
Southern Regional Council
5 Forsyth St. N.W.
Atlanta, Ga. 30303

Address Corre

FACTS ABOUT NATIONAL Neighbors



WHAT IS NATIONAL NEIGHBORS?

A national non-profit, tax-exempt organization of interracial neighborhoods, founded in May, 1970. Its purpose is "to foster and encourage successfully integrated neighborhoods."

WHO ARE ITS MEMBERS?

The voting members are 37 community associations of residents of interracial neighborhoods of 25 cities in 17 states and the District of Columbia. These groups have a total membership approximating 20,000 and their communities include hundreds of thousands. NN also has over a hundred associate members, individuals and organizations, who support its goals.

WHO RUNS THE ORGANIZATION?

Representatives of its member groups. A council of Delegates, made up of a black and a white delegate from each association, elects the officers and the Board of Directors, and is the policy making body. The members of the Board implement that policy. Day to day business is handled by a staff headed by an executive.

WHAT ARE YOUR IMMEDIATE PLANS?

Our program for 1971 includes:

- a major challenge to the real estate industries to promote open housing;
- publication of a directory of interracial communities;

a monthly newsletter;

development of publications useful to interracial neighborhoods (now available at 25 cents each, "Maintaining an Integrated Community").

The next annual conference of our Council of Delegates, planned for Oberlin, Ohio in the June of 1971, will survey our program and make further plans.

WHERE WILL THE MONEY COME FROM?

Dues, contributions, sales of publications, and grants. While NN will seek help in fund raising from its member groups, appeals will go to those everywhere who support equality within a pluralistic society as a goal for America. All contributions to NN are deductible from federal income tax.

WHY ANOTHER NATIONAL ORGANIZATION?

Our member groups exist because people in many different interracial neighborhoods independently felt the need to organize. They have also long felt the need to communicate with each other, to learn from each other, and to join together in broader efforts. No existing organization offered this opportunity. So when SOHI (Sponsors of Open Housing Investment) brought leaders of 12 such communities together in March, 1969, to ask what help was most needed, a new national organization was proposed. SOHI agreed to underwrite the cost of organizing and within 14 months, NN was born.

WHY SHOULD NN GET OUTSIDE SUPPORT?

The keystone that supports institutional racism in America is segregated housing patterns. Schools, jobs, urban crises—all have housing patterns as the basic problem. But successful interracial communities do not just happen, even with laws prohibiting housing discrimination. They require much work. National Neigh-

bors can strengthen all those local efforts that will build new patterns.

WHO CAN JOIN?

Any individual or group supporting NN's purpose can become an associate member. Voting membership is restricted to associations of residents of interracial neighborhoods. Dues for organizations are $25 a year, dues for individuals are $10 a year. All categories of membership include copies of NN publications.

NATIONAL
Neighbors

5 LONGFORD STREET
PHILADELPHIA, PA. 19136
(215) 338-2905

MEMBERSHIP APPLICATION

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☐ Send subscriptions to **Neighbors,** at $5 for 12 issues (6 a year).

☐ This organization might like to be a member at $25 a year. Please send information and an organizational member application form.

Name _____

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Edward S. Cogen
PRESIDENT

Edward S. Hollander
EXECUTIVE DIRECTOR

Dear Member:

Thank you for your 1968-69 membership. We sincerely appreciate your support of our efforts. Your membership card is enclosed.

Our membership provides the vital force that moves our program forward and makes our area the fine community that it is. I hope that you will participate as much as possible in our activities. You are surely needed and I think you'll enjoy it as well.

Again, thanks for your support.

Sincerely,

Edward S. Cogen

Edward S. Cogen
President

Memberships and contributions are tax deductible for both D.C. and Federal purposes; they should be listed under NI's full corporate nsme, North Washington Neighbors, Inc.

an intown, integrated, interesting community

SOUTHERN REGIONAL COUNCIL, INC.
5 Forsyth Street, N. W.
Atlanta, Georgia 30303

NEIGHBORHOOD STABILIZATION:

A PROGRAM

May, 1966
Revised

With the aid of recent legislation, increasing education and greater financial security Negro Americans are restive at being confined to areas of old and poor housing. Negroes are moving more frequently into formerly all-white neighborhoods or using their newly-found political power to demand municipal services and aid in upgrading their present dwellings. Community groups formed to articulate these demands or to resist exploitation by unscrupulous real estate speculators have become units with great political potential. So the pressure by Negroes for better housing may lead to a real revitalization in America of local democratic processes as an extremely important by-product.

All over the country newspapers are reporting the effects of local initiative on communities, local governments and federal agencies. This country's social development has been based on action by concerned and dedicated local citizens. At the turn of the century there were numerous groups in our cities applying the fabled American organizing genius to social justice causes. In the last decade this same energy has been expended imaginatively in cities and towns, north and south, in the campaign for recognition of equal rights for all Americans.

An organized local group can make its case known to the public and become the basic unit in instituting, directing and implementing public policy. With cohesiveness, effort and dedication, such groups exert pressure on lawmakers.

and law enforcers, who, yielding to this expression of grass roots wishes, support those measures advocated by them. This interplay can continue in such a way as to make the democratic process a reality in a populous and highly technical country.

Neighborhoods are particularly apt units in which to foster a strong community voice; common problems create common bonds. Neighborhood associations have developed in neighborhoods facing the fact or possibility of their first Negro family; neighborhoods which have been short-changed or ignored by city governments or federal agencies; neighborhoods which want to expand equal opportunity to include housing in their own areas.

. . . . .

Suppose we examine a neighborhood where a strong neighborhood association will be a necessity if the neighborhood is to survive. In an older section of town, rather near the city's center, stand pleasant, spacious single-family dwellings. The average age of the owners is about 55; these have been family homes and the children have grown up, moved away and established themselves in other cities or other neighborhoods. There are some new families moving in, but property taxes are high, and the down payment required to buy a house here is more than most young families feel they can afford. But the community has many advantages - wide, quiet streets lined with tall trees, houses with large, high-ceilinged rooms, proximity to activities in the city, better

public transportation facilities and shorter commuting time for the wage earner. The neighborhood is near a cramped area inhabited by Negro citizens, cramped because the city's lack of fair housing laws combined with prejudice or governmental inertia has allowed housing discrimination to operate for years offering Negroes little possibility of escape into more comfortable, less crowded sections of the city.

This neighborhood with its many advantages is marked. Real estate dealers view it as speculative property; they hope to buy very low and sell high. And they will accomplish their ends if the neighborhood isn't careful. A middle-income Negro family perhaps will purchase one of the houses owned by an old resident who wants to move to an apartment. When this occurs, or simply by suggesting it might occur, real estate speculators "block bust"; they attempt by scare tactics, constant harassment and circulation of rumors about property value decline to frighten other residents into selling fast. Their aim is to change a block from Negro to white within a few weeks and to realize a large profit from the rapid change. So a house properly assessed at $20,000 may be sold for $14,000. This house will be resold at $25,000 to a Negro family desperate for housing. If the residents don't scare easily then the speculator may sell a house to a Negro with low income and convince him that he can make the payments of several hundred dollars a month by turning the property into a rooming house for other Negro families. Thus, the speculator makes his profit and assures neighborhood devaluation by changing in this

manner the character of the neighborhood from single-family, owner-occupied property to multiple-resident rooming houses. But the realtor probably won't have to resort to this system, for white residents have been told for years that Negroes cause property decline,[1] that Negro residents won't take care of their homes,[2] that schools cannot maintain standards with many Negro children enrolled.[3] These are all myths, but unless facts are forcefully presented to old residents they will be victims of the "self-fulfilling prophecy" - people will act in a manner to assure that their prediction will come true. All the panicky owners throw their houses on the market at the same time, this sudden oversupply naturally depresses prices, and therefore, it is apparently shown once again that the entrance of Negroes into a community lowers housing values. Negroes? White property owners have managed to cheat themselves by their fright and foolishness. And neither does this aid Negroes, for they are victimized by the real estate brokers. All that is produced is another "instant ghetto." Everyone loses except the speculators.

This is the picture, as dark as it can be made. There is hope - but only if the community will take action itself. No one else is going to save it; no one else is directly concerned about stabilizing the neighborhood. What can be done must be

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1 See Luigi Laurenti's study Property Values and Race: Studies in Seven Cities, University of California Press.

2 Fair Housing Handbook, p. 27; Richard Margolis, "Integration - the Problems Nobody Talks About," Redbook Magazine, April, 1965, p. 138.

3 Neighbors, Inc., Washington, D. C., Fifth Annual Report, 1963.

done quickly. It is extremely difficult to organize against neighborhood self-destruction once the panicky rush to sell is well along.

Pioneering has been done by a number of communities. Their experiences, varying in success, furnish encouragement and guides to those who would emulate them. There is now a literature on neighborhood reclamation and a great deal of interest by individuals, groups, foundations and government in local efforts at stabilization. No community need feel they stand alone even though the will and effort must be theirs. A formula for self-help follows.

. . . . .

ORGANIZE

If the area has an old neighborhood association, reactivate it if possible to form the basis of organization for the new fight. Contact the local clergy; they can supply great support and sustaining moral force. Find among various acquaintances those people in the community interested enough in their homes and neighborhood to make the long, tedious and sometimes unpleasant struggle required. These willing, dedicated and persistent ones are the core of the resistance. If there is one such person for each block or two blocks, he can talk with others in the block to find out what their feelings are without

arousing distrust and suspicion. Block by block, person by person, is the best way to confront and confound the rumors and myths. Here is where the worker can point out that Negroes do not depress housing values, but that the opposite appears to be true from the data.[4] At the same time people can be located who are thinking of moving for reasons other than racial prejudice, whose homes are too large now with family grown, who have been transferred out of the area or who genuinely want to move into a suburb. If these residents are responsive to arguments of self-interest, ask them to be careful in placing their homes on the market and to do so when they can obtain a fair price. Finally, those who will allow racial prejudice to defeat every argument can also be identified and thenceforth avoided.

MOBILIZE

The next step will be to increase the cadre with all who want to be part of the neighborhood stabilization action. Notify residents by

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4 See Laurenti, Property Values and Race. After an investigation of 10,000 real estate transactions in seven cities, The Commission on Race and Housing reported that in 85% of the cases, prices in areas entered by non-whites kept up with or exceeded those in all-white areas. In 15% of the cases, there were declines of from 5 to 9% which were usually short term and followed by rises to or above former prices.

circulars or letters of the purposes of the neighborhood action and when meetings will be held. Put all volunteers to work - there will be plenty to do. Every successful neighborhood organization has stressed this point. They emphatically say an unused volunteer is a lost volunteer.

STABILIZE

To stabilize the neighborhood new white buyers must move into the area while older residents stand pat. All over the country in case after case, once a Negro has moved into a formerly all-white neighborhood, this community has been written off as being of no interest to whites.[5] In most cities real estate agents have refused to review their decisions. This means that although the neighborhood is the same as before Negro families moved in, and the advantages it offers are identical, no new white family will be shown it. In the South it may even be listed for "colored only" if the local newspapers still have faced this same problem, and a few have

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5 MacGregor Estates, Houston, Texas; Hyde Park-Kenwood, Chicago, Illinois.

found after long convassing a few agents who would show to Negro and white home-seekers. If such men can be found, urge residents who must move to list their homes with these real estate agents. In most cases, however, the neighborhoods themselves have had to set up their own offices with lists of neighborhood property available for sale on an equal opportunity basis. These offices usually have been non-profit and operated by volunteers.

UNIFY

Prospective buyers respond to confident neighborhoods where old residents are determined to remain and aren't abandoning their homes to move to lily-white suburbs which will themselves be integrated inevitably. Groups emphasized their faith in their neighborhood and determination to remain there in various ways. With great success several besieged neighborhoods urged residents to place signs in their front yards declaring THIS PROPERTY IS NOT FOR SALE.

PUBLICIZE

To lure stable buyers into the area the neighborhood association must see that the

neighborhood receives favorable publicity. Often newspapers have been prevailed upon to write complimentary stories on the community and its activities. Other ways neighborhoods have gained valuable exposure are through art and book fairs, open houses and garden tours, and the distribution of their own literature to universities, government agencies and other groups to whom they felt their neighborhood might appeal.

FINANCE

Once interested persons are ready to buy in the area, another hurdle is reached. In city after city where associations fought to revitalize their neighborhoods, they have found homes in the area could not get mortgages nor would bankers lend for buying or housing improvements in the newly integrated community. The only recourse has been to pressure bankers and savings and loan people until one or two agreed to finance homes.

. . . . .

In our example we find our neighborhood is determined to resist exploitation. A local housewife is the first to become aware of real estate speculation, and she determines to do something about it. Over coffee with several friends from

near-by streets she decides to organize the neighborhood by blocks and to question people about their feelings toward the five or six new Negro families resident in the community. The group finds that most home owners do not object to the new neighbors but are frightened by the old myths and the scare propaganda of the real estate men. At block meetings these fears are dispelled by facts, and literature about neighborhoods successful at stabilization is distributed (neighborhoods like Hyde Park-Kenwood in Chicago, Neighbors, Inc. in Washington, D. C., and MacGregor Estates in Houston). The few who evidence real racial prejudice are not argued with but ignored.

The neighborhood begins to feel that it too can save itself. The people make plans to show their renewed confidence in their community as an exceptional place to live. A publicity group is formed which produces an attractive brochure advertising the many advantages of their neighborhood, and this is distributed to local colleges, universities and businesses. The neighborhood association which now numbers 200 families holds a spring home and garden tour to entice people into the neighborhood to look at the houses and community. This gains favorable publicity in the local newspapers.

New white families begin to take an interest in the area. They contact the non-profit brokerage office operated by the neighborhood association, and several eventually find houses that fit their needs. After some difficulties the first family receives financing for their house, but the

families who follow have less trouble. Financing institutions begin to realize that our community still has plenty of appeal to whites as well as to Negroes, and that such a vital neighborhood is not going to die. Gradually the neighborhood regains its confidence and relaxes. Panic is no longer the reaction when a resident must move, for the neighborhood feels sure that whether a white family or a Negro family decides to purchase the vacated house the neighborhood will be able to assimilate the newcomers and give them welcome.

. . . . .

Communities which have succeeded in stabilization efforts emphasize the need to sell to white families. At first glance this may seem discriminatory in emphasis if not in fact, for each neighborhood sold willingly to Negro families. The truth is that until open occupancy is a reality in each city and each state, Negroes locked into restricted areas will be forced by severe need to take advantage of any additional housing. If whites abandon a neighborhood because one or two Negro families have bought there, then, of course, that neighborhood will become just another all-Negro block in the Negro section. If all areas were equally open to occupancy for all with the means and desire to live there, then no one area would be under more or less pressure than the next. Until that time, however, communities seeking to remain stable and integrated must exert extra effort to maintain racial balance; that is, they <u>must</u> interest new white families in living there. If

they do not, then brokerage agents will continue to list or show for colored only, and mortgages and loans will be ever more difficult to obtain. This emphasis on the necessity of new white home owners may sound harsh, but the reality of the situation is too obvious to be denied - ask neighborhoods in Chicago, Denver, Washington, Philadelphia, Baltimore or Houston.

With all the plans, suggestions and work, the prime ingredient for neighborhood stabilization is dedicated, tireless, committed people. Leaders will arise and be worn out in the struggle, but new leaders must be ready to take their places. Sometimes leadership has been entirely voluntary from the beginning through many years. Some communities hired a professional worker after local initiative organized and began the association. One association with its permanent salaries employee has expanded activities to include many useful community and educational functions, creating a real "esprit de corps," a sense of pride and unity, in the neighborhood.

One point is very certain; there is no one simple formula for all beleaguered neighborhoods. Each must adapt from previous efforts those methods which appeal to it and which will fit the community, and each must use imagination and ingenuity to solve its own problems in its own way. But the hope is this general outline first may awaken neighborhoods to the need for stabilization and secondly show them that with honest effort and hard work it can be done for it has been done.

EPILOGUE

This pamphlet really treats only some symptoms of the larger problem of minority housing. One cannot escape the fact that the overwhelming factor that creates the problem is discrimination. Thus, even if meaningful efforts are undertaken at stabilization in one or two neighborhoods in a city, they can only be effective to the extent that the whole market or increasing elements of that market are open to non-whites. The point is that a stabilization program must be tied, hand-in-glove, with metropolitan-wide efforts to establish equal opportunity in housing. In order to create neighborhood stability, the non-white demand must be dispersed over a wider geographic area. Without activity to establish this condition neighborhood stabilization efforts can only be delaying actions, slowing down the rate of change or creating relatively stable but isolated integrated islands within the city.

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Movements

Giving ghetto high school graduates the help they need to take the crucial next steps

If a Presidential adviser were to say that the reason most inner-city high school graduates don't find jobs is that they don't know what's available or how to get it, he might be accused of simplistic reasoning. Yet this is precisely the assumption behind the new and so far successful Volunteer Placement Corps, a shoestring operation in Detroit and Memphis soon to be unveiled in three other cities. The idea is simple: to get *every* graduating senior in a given high school either into college or into a job with chances for upward mobility. It was designed by Douglas Ross, an energetic, 26-year-old former high school social studies teacher in the Detroit public school system, now legislative assistant to Sen. Joseph Tydings (D., Md.).

The Volunteer Placement Corps operates like this: A member of the corps meets the graduating class of a ghetto high school, telling the students that unless they don't wish to participate, they are automatically enrolled in the placement program. "We come on tough and businesslike. We try not to build up any expectations we can't fulfill. We promise the kids nothing but that we will try to help them get into college, or get a good job," explained Ross.

At the same time, black and white middle-class professionals, either active or retired, are recruited to work intensively with the graduating seniors. To be a volunteer involves a commitment of two years, working with approximately five students the year they graduate and the following year when they are placed. His job is essentially to lay out alternatives, help a student make a tentative plan for his future (college, an apprenticeship program, business school, a job), and use all of his resources and contacts to help the student get what he wants. "The volunteer has to be there all the time, to counsel, encourage, and reinforce," said Ross. "But one of the most valuable things he can do for his kids is simply to make suggestions on different kinds of things they can do. Eighty per cent of the girls in the senior class in a Detroit ghetto high school, for instance, said they wanted to be secretaries. They just didn't know anything else existed. They didn't know the labor market, they didn't know how much you can earn, how you became anyone.

"And furthermore, the guidance counselors had given them a sense that unless you had a high average you couldn't go to college. Since only two students in this senior class had over a B-plus, a lot of them didn't think of trying."

One of the key reasons an inner-city student has such difficulty finding either college or a job is lack of thoughtful counseling. This is, therefore, one of the most important gaps a volunteer fills. A guidance counselor in an inner-city school, even with best intentions, scarcely has the time and energy to work effectively with an average load of 250 to 400 students. Some, Ross pointed out, "feel no real commitment to their students and don't care what happens to them when they leave school."

The volunteers don't need any special training. The whole program is based on the supposition that if you're middle class you have access to all kinds of knowledge, about jobs, colleges, careers; that you know how to deal with people and large institutions; that you have an intricate network of personal contacts. "This is the birthright of the middle class," said Ross. "The lower class doesn't have it."

While the volunteers work with the students, two or three corps staff members pursue corporations, businesses, and colleges, persuading them to modify their hiring and admissions policies. At the same time, the corps identifies skills that their students might need—often at the request of the students—and places them in training programs; or if none exist, it attempts to establish them. "The training program is the only service we charge for," said Ross, "partly because it means more to a student if he has to pay for it, and partly just to cover expenses. But if he enrolls in a program and finishes, we guarantee placement."

What distinguishes the Volunteer Placement Corps from a host of government programs like the Job Corps and state skills centers, in addition to its intensive counseling and individual care over a two-year period, is its emphasis on the high school graduate rather than the dropout. The bulk of the government programs have aimed at the dropout or older hard-core unemployed.

"But, ironically, it is the dropout between the ages of 18 and 19 who has a *lower* rate of unemployment than the high school graduate," Ross said.

"In other words," he continued, "the high school graduates—the more than 50 per cent of Detroit's kids who 'played it cool and stayed in school'—find themselves without a place to go, without a job. The Michigan Employment Commission can't place them; they have no more skills than the dropouts. But they still have aspirations, they aren't defeated yet. We say let's take the 'easy' kids first, not the dope shooters. People are always talking about the hard-core unemployed, but they are very tough to work with. Take the cream of an inner-city high school; many are already motivated, they just don't know what's available and how to get it. That's why working with them requires minimum resources and has a good chance for success."

The corps began in 1967. After graduating from the University of Michigan in 1965, Ross worked as legislative assistant for Rep. John D. Dingell (D., Mich.), returning to Detroit in 1966 to teach civics in McMichaels Junior High School. There he met social studies teachers Carole Williams and Christine McGhee and they began to talk about the need for helping students get into college.

But it was Regina Black, a senior in

PAGE PARTIALLY ILLEGIBLE

Ross's practice teaching class, who inadvertently brought the problem into focus. Ross said, "In the late spring, I asked Regina, who was one of the brightest girls in my class—she had an A-minus average—what she was doing after school was over. She said she didn't know. I asked if she planned to go to college, and she said she didn't think she could. I called the University of Michigan—this was one month before graduation—and they accepted her over the phone with full scholarship."

By fall, the three teachers had chartered the Volunteer Placement Corps Corporation. Jamming 15 desks into a donated office in a former Masonic temple across the street from Northwestern High School in Detroit's riot area, the corps set up shop.

Early success

Although Mrs. Williams, who is the current director, was teaching full-time, she gave it up and devoted herself to the corps. She contacted the Board of Education and received permission to register in the corps all of the 171 graduating seniors in Northwestern's January class. Ross, Mrs. Williams, and Mrs. McGhee all felt that, ideally, seniors should be contacted a full year in advance of graduation, but they were anxious to see what could be done. By early October, 35 adult volunteers, mostly black, had been recruited. In late fall, the corps received its first funds, a donation from Ford Motor Co., and in January, 1968, its budget was fattened by $5,000 from Chrysler Corp. and another $5,000 from Michigan Bell. In spring, the New Detroit Committee, chaired by department store magnate J. L. Hudson, voted the corps an annual budget of $100,000.

By April, just two months after the students had received their diplomas, 100 per cent of the class was placed. Working with the school, in a relatively short time, 28 per cent of the graduates entered college, 21 per cent post-graduate training programs, and the remaining 51 per cent jobs.

Even the corps's initial results provide a sharp contrast to placement histories in the rest of Detroit. According to an NAACP study released in 1967, as many as 85 per cent of the graduates of some Detroit high schools are still unemployed three to six months after graduation, Ross said.

By late spring, the corps began to work intensively on June graduates interested in going to college. Fifteen young lawyers joined the corps, forming Project Admissions. They collected college board exam and admission information, and sat down with each student and his volunteer. They went over the student's record, explaining what kinds of colleges were available and what he had to do to get in. The regular volunteer would be there to help the student draft an autobiography, locate scholarship aid, and nudge him to meet application deadlines.

"We found," said Ross, "that 25 per cent of the kids accepted to college don't show up. They don't know where to report. If there's money, they don't know where to get it.

"We have been trying to open up the universities, to get them to set realistic standards for inner-city kids, to give them remedial help when necessary. Last fall, for instance, a center-city high school put 13 of its kids in Michigan State, and by January, 12 were on probation. That's typical. The standards must be re-evaluated," he said.

On the job front, the staff found that one of the biggest stumbling blocks was inadequate education. Almost all jobs above the menial level require some sort of examination, and most ghetto graduates can't pass them. For instance, 50 per cent of a group of graduates from ghetto high schools in Detroit, who recently took the Michigan Bell telephone operator exam, failed the subtraction part ($3.75 minus $1.58). Not only is education inadequate, it is not geared to the current labor market. Chrysler Corp., for example, adopted a high school and gave its graduates jobs. Chrysler particularly needed draftsmen, and after looking at the skills of the graduates, the plant told the school that it was 20 years out of date. "This kind of feedback is invaluable," said Ross. "It helps the school to readjust its curriculum."

Even if a ghetto youth gets a job, he often doesn't keep it. His work habits, like his education, have not been geared to the labor market. "The schools, ironically, are often destructive," said Ross. "They give the kids part-time work, but it is really makework. They often waste a lot of time. Then they carry over the same sloppy work habits when they get a job, and so they are released, and don't always know why. The employers watched them, but they were not used to explaining to employees what they were doing wrong.

"We try to get our kids into our office for an interview to give them an idea of how it works. We tell them to dress like you're going to a funeral—no fishnets, no dangly earrings. The employers were impressed."

The staff on the corps realized that only a limited amount could be learned from one small graduating class, so in November, 1967, it requested permission from the Board of Education to include in the program an additional 1,400 students scheduled to graduate in June, 1968, from five inner-city schools. Of the 1,400 registered students, 85 per cent were placed within two months of commencement—and 96 per cent by the end of September. Even more significant, 41 per cent of the 1,400 graduates were accepted in universities and colleges, a three-to-four-fold increase over the college acceptance figures of a year ago from the five schools.

Although neither Mrs. Williams nor Douglas Ross have pushed the idea of the Placement Corps, it has attracted a good deal of attention. In Memphis, a black school teacher and a Jewish jeweler read a clipping from a Detroit newspaper and interested the Chamber of Commerce in the corps. It was established immediately. In Chicago, VISTA is beginning to organize a corps. In the middle of January, the Department of Community Affairs in Newark funded a corps for Newark. In Baltimore, through the efforts of the Rev. Andrew France at the Church of the Good Shepherd and the Human Relations Task Force Inc., 45 volunteers have just been recruited, and permission has been obtained to move into Frederick Douglass High School to work with the senior class of 500 black students. Like most who have been hooked on the idea of the corps, Mr. France wants to move fast: "We've set ourselves a target of $10,000 in 30 days. We have everything else, the school's permission, the volunteers, and a good, committed man who would leave his job tomorrow to become director, if we could pay him." Ross said he had found much interest in Washington in forming a National Placement Corps.

"The trick is not to get too big and bureaucratic," he said. "One of the reasons for our success is that we knew all the kids personally, and well."—*Lisa Hirsh*

#1 (3½)

HOUSING IN THE YEAR 2000

Charles Abrams
August 1, 1967

Prophecies usually make sad reading when the time for judging them arrives, and prophecies on what housing will be like in the year 2000 should prove no exception. The predictions of population decline that colored the economic tomes of the 1930's were nullified by the post-war baby boom and forecasts of housing needs have too often suffered similar disappointments. The human animal being what he is, there is no sure way of predicting the outcome of the battle between pills and passions or the vagaries of man's capabilities for building or destroying.

Despite its shortcomings, however, forecasting has become a respectable trade. Its practitioners include the pessimists who gamble on a downward trend and the optimists who venture on an upward one. The forecasting game is being played in housing as it has been played in the stock market and roulette.

If the forecaster takes the grim view of housing's future, he can muster ample support for the claim that man's shelter will be little different in the year 2000 from what it is today. Of all the commodities that have been touched by the industrial revolutions, the house has remained the most impervious to change. It has resisted the assembly line and the organization

of a building industry capable of producing homes most of the world's people can afford. American technicians can show the less developed nations how to put up a steel mill or a dam, but even in their own country they have failed to mass-produce a cheap shelter. In the United States, a quarter of the population still live in slums while people in the less developed nations build with their own hands as they did 5000 years ago.* With urban populations in Asia, Africa, and Latin America expected to rise five or six times their present numbers by the year 2000 and with building industries unprepared to meet even a small fraction of the need, it is a safe bet that slums, bustees, street-sleeping, and squatments will be the retreats of most of the world's human beings three decades hence.

Under this grim view of the future, the disparity between house cost and income will show no sign of abating even in the United

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* Bernard Spring comments that our slums would be considered rather good housing by the poor urban population of Asia, Africa and Latin America and that the two types of slums should not be lumped together. "The slum of the underdeveloped areas is much more serious than ours,..... qualitatively quite different" he says. All slums are of course different even in our own country. But contrary to current thinking, I believe a slum should be viewed as a condition rather than simply as a deficient building. If it prevents the functioning of a decent family life, it is a slum even if physically sound. In that sense, a room in a New York City sixth floor tenement occupied by a whole family may have worse impact on family life than a one story house in a squatter community set in a clement climate. Slums are as "qualitatively different" in Asia as they are in America but they may be more serious in their over-all implications in some of the Negro areas of the United States than they might be in the squatter areas of Turkey, Venezuela or Peru. At the same time, no comparison can be made between the average American slum and some of the slums, say in Calcutta. It is the impact on the people in the slums that should be the measure of a slum's banefulness in all cases and qualitative comparisons give only a fragmentary picture.

States. * Improvements in construction will continue to be held back by land speculation, and the stubborn handicraft of the building industry. A generation ago, the United States, the most technologically advanced of nations, was "experimenting" and "demonstrating" how to lick the slum; today it still experiments and demonstrates. It has, in fact, resigned itself to reclaiming its older housing stock which only a few years back, had been consigned to the wrecking crews. If present trends are any guide to the future, the United States should have put houses on the moon long before it has given all its families decent houses in decent communities on its own soil.

The housing optimists can make an equally good case for a technological revolution in housing. They point to the new uses of plywood, steel curtain walls, plastic panels and foams as well as concrete and dry-wall construction. Though little progress was made in plumbing from ancient Rome to the 19th century, the Western World has now acquired the flushing apparatus to dispose of its wastes and builders have adopted the radiant heating used by the Romans in their baths. Though four walls and a roof are still much the same as they were

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* As I point out later, there are already a number of cities in which perfectly good houses in Negro areas are purchaseable at prices well within the means of low income Negro families. A sharp drop in prices has occurred in slum areas due to the continuing exodus of white families, the low purchasing power of Negroes, the undesirability of these properties as investments (particularly since the recent rioting) and the absence of mortgage money and fire insurance in these areas. But the average Negro family could not afford a house in a good suburb where he might find a better school for his children. In short, where the bulk of good neighborhoods are located, the disparity between house cost and income persists.

in the Stone Age, we have discovered the elevator and learned how to pile units atop one another to conserve ground space. After continuing failures, the optimists also see the beginnings of apartment house prefabrication in Europe as well as mass on-site building and mobile housing in American suburbs, all of which they contend are sure-fire harbingers of the long overdue assembly-line homestead.

Both optimism and pessimism have their gradations, and among the optimists may be found the more exuberant optimists who anticipate discoveries far more significant than those that ushered in the revolutions in iron, steam and electricity. As automation and nuclear power forge ahead, these and other innovations are seen as spilling off gains on the sluggish housing economy. In their estimates, the fall-out from these technological advances will bring thousands of self-contained new towns to our countrysides; modular, fully equipped rooms will be bought in department stores; sonic cleaning devices and air-filtering systems will be banishing dirt; computerized microwave ovens will automatically mix ingredients from pre-selected recipes that will make Julia Childs the relic of a forgotten age. Everything will be "instant" as it is today in rehabilitation and oatmeal. Kitchen equipment will produce disposable dishes of powdered plastics and electronic devices will make the housewife work-free so that after her husband leaves his three-dimensional TV set for his three hour work day, he will be whisked to his destination on an unmanned tube in a split second. A glance at the sky will reveal helicopters transporting geodesic domes to distant places where they will be tacked to the ground complete with utilities while compact sewage

systems will be turning dishwater into drinkwater as pure as from a mountain spring.

From Plato's republic to our own day, the dream has been a propelling force in the march of progress and there should indeed be considerable advances in public utility and transportation techniques as well as in the production of those housing appliances which can be produced in quantity and mass-marketed through TV. The latter include new variations of electric irons, toasters, percolators and kitchen grills; more and more of the nation's rooms will probably be heated by dust-free electricity which may even power-drive a kitchen computer that will ring an alarm when the bank account is overdrawn.

The main trouble with the dream house and the dream world as with the age of gadgetry has been that despite miracle discoveries in almost every field, technological advance in housing has never been able to bridge the gap between income and shelter cost. A low income family will own a vacuum cleaner but must live in a slum; an Alaskan Eskimo family will have a kerosene washing machine but its ten members must huddle around a tiny stove in a 7 by 10 foot hut to keep from freezing. The more an underdeveloped nation industrializes, the more intense its housing problem becomes; the greater the descent of people upon the world's cities, the tougher are the housing challenges they must face. Even in the United States which has experienced the greatest industrial expansion of all, good new housing is still a luxury product, and despite the blessing of the assembly line, the gap between shelter cost and income persists. What hope then,

in countries where annual per capita income is under $100?

Whether one be bull or bear about the future of man's shelter, one thing seems certain -- there is a widening pressure upon governments to improve man's environment and provide housing where private effort defaults. Whether the country be capitalist, communist or socialist, there is a growing commitment to meet housing need by direct operations through subsidies to entrepreneurs or by underwriting risks. In Europe and North America as well as in Japan, Singapore and Hong Kong, the firm commitment to government-assisted housing has already been made while in less developed countries, massive squatter invasions of urban land as well as political collapse are seen as inevitable unless these nations provide the shelter their people are demanding. In short, it is probable that the world's future housing revolution will be political rather than technological. If it is partly technological as well, the gains will be incorporated into long-range government-assisted programs.

This view of political inevitability sees two divergent trends manifesting themselves in the more and the less developed countries. In the former, the commitment to better housing is taking form both in the provision of publicly-assisted housing for lower income families and in the renewal of its slums. On the other hand, in most of Asia, Africa and Latin America, where urban population is rising 400 per cent higher than population as a whole, no end of housing assistance can stay the onrush of squatterdom and slum life. With hundreds of thousands of families already sleeping in the streets or hallways, with millions

seizing land in the desperate effort to get roofs over their heads, and with half the people in these continents living in housing described by the United Nations as an "affront to human dignity," it is doubtful that people in these places can ever be sheltered decently, at least by the year 2000. These countries should therefore be providing land for controlled slum formations and stop demolishing what exists. They should be currently planning not for short term urban renewal but for long term urban renewability. This means a greater concern for lay-outs and for provision of utilities than for the standards of the houses themselves. A gradual improvement of the initially substandard houses can be expected if tenure is assured to the settlers and financing is made available for improving their houses.

Irrespective of whether they are more developed or less developed, all countries are feverishly looking to each other for the magic formula that will transform castles in the air into houses on the ground. One reason for this growing interdependency is that there appears to be a similarity of symptoms among all countries -- population increase, mass migration into cities, housing shortage, a disparity between shelter cost and income, racial and class frictions, a growing competition for land, growing social problems due to housing distortion and the universal backwardness of building techniques. This similarity in symptoms is putting a particular highlight on the policies and programs of the more industrially advanced nations who are thought to have the answers. Though many of their policies are still unproven experiments, they are nevertheless being embraced as

though they were sure-fire solvents. *

It is the United States in particular that is being looked to for the example and many of its devices have been adopted with little or no change. Unfortunately its housing aids are little more than a mixed bag of tricks, experiments and often inconsistent devices contrived over three decades of Congressional improvisation and compromise. If the United States is to be the example of what a great democracy can achieve, it must produce something more promising than the promise of "a decent home and a decent environment for every American family" and the way to begin is with a statement of objectives, backed by a program to implement them. The first objective should be a realistic land deployment program.

Both in the more and the less developed nations the factor that will condition man's future homes and environment will be the control and disposition of the world's urban land resources. Fortunately urban land represents only a tiny fraction of the world's surface and whatever may be the need for more foodlands, the fact is that there is and never should be a quantitative urban land shortage. (Such places as Malta, Gibraltar and Hong Kong may be exceptions). There will be, however, a steadily intensifying competition for the land radiating from the

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* FHA mortgage insurance has been adopted in the Philippines, parts of Latin America, Barbados, Trinidad and other places. Our mutual savings and loan prototype has spread throughout Latin America. New Towns have been called one of Britain's "main exports." Zoning and building regulations as well as planning laws are being copied and enacted in one country after another without change of a comma.

world's urban cores.

As more and more people move into the metropolitan regions, the competition for land will stiffen, the traffic flow slow to a halt and the general problem of getting around, finding a bit of open space, breathing good air and getting enough drinking water will move up as public conerns. The land currently harnessed into use and the services and utilities being presently placed on the land will, moreover, condition the environment a century ahead just as man's first cities continue to condition his envi ronment today. As urbanization continues to confine people to small and compact agglomerations of land and as houses are built closer together and to greater and greater heights, they will also be more costly to demolish as well as more difficult to displace the growing number of occupants.

What is built in 1970 will thus have an impact on what can be built in 1980 and what is built in 1980 will condition what can be built in the years 2000 and 2020. In short, urban development is a continuum, its product the archive of misjudgements and masterworks competing for influence on the shape of things to come.

Assuming continuity of present trends, the United States will have some 350 million people a generation hence. To meet their needs, we shall have to build as many structures of all kinds as we have built since our earliest immigrants first moved from their hillside dug-outs. These structures will be consuming at least

a million additional metropolitan acres each year and it is this land that must somehow be brought under constructive control if decent homes and environments are to be more than promises. The land to be converted to urban use accounts for only a small fraction of the total cost of the houses and public improvements that will be placed on it -- 5 to 15 per cent at most. The land currently in urban use represents only about 1 per cent of the nation's total space and by the year 2000 should be no more than two or three times that.* But how the land is deployed will condition the height, cost and types of houses and shops; how and whether man will use his feet for negotiating distance; the length of his work journey; the expenditures for roads and throughways; the proximity to friends and recreation; the future appearance of our cities and how people will be functioning in them.

Land regulation with nothing more has proven of limited value. If we are really concerned about the future of the American environment, direct acquisition of the land needed for homes, factories and services is an imperative. The land could then be planned, the schools, water, drainage and open spaces provided, and the improved lots sold for private investment subject to suitable conditions governing its future development. This procedure would be no more than an extension of the urban renewal program to vacant land -- it

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* It is also probable, as family formations grow, that the free-standing house will give way to the semi-detached, the semi-detached to the row house, and the row house to more and more multiple dwellings. This will vary between small and large cities.

the current version of encompasses slum prevention instead of clearance. Unlike/urban renewal, it enforces no mass displacements; it would entail no lesser role for the private builder than he has under existing land development operations; only the sequence of the public and private efforts are reversed. By making the improved land available for private home building, contiguous land would be assembled and planned, waste and shrapnel development avoided, more convenient journeys to work would be assured, and substantial economies in road building would be achieved. Local autonomy would be subordinated at first but he restored thereafter, since upon completion of each development, the public land would be turned over to the existing city or county, to a newly incorporated local government, or to a federally-chartered regional agency. Land would be sold for the homes of the rich and the middle class while federal low-interest programs and family subsidies would provide for the lower-paid workers as well. Proper enforcement of the expanded federal nondiscrimination order would bar exclusion because of race or color. What would be built would fulfill the concept of a regional city -- a place in which people of all walks of life could work and live with comfort and dignity.

To accomplish this objective, a federal Urban Space Agency -- URSA -- comparable in organization to NASA -- should be chartered by Congress and funded for the purpose. It would operate through the states where possible, but have superior jurisdiction where regions cross state lines. It would be empowered to buy land to round out the development of existing neighborhoods, to acquire and release land for new neighborhoods, to acquire or finance the

acquisition of land in central cities for redevelopment and to facilitate the proper planning of land for housing, commerce, industry and recreation.* Its annual requirements would probably not be greater than its astronomical counterpart.

A second objective should be to make our existing suburbs better places in which to live. Since the suburb will be the next generation's main encampment, its proper development should be a prime national concern. Only a generation old, however, the suburban structure is already exhibiting serious fissures. One problem is that by 1980, a quarter of a billion people may be weaving in and out of our urban and suburban areas in some 90 million automobiles, making it virtually impossible to negotiate the work journey. As the years go on, we shall either have to earmark enormous sums and great swathes of precious space to road building, or replan our future neighborhoods into tall, compact centers, negotiated by foot, elevator and mass transportation.

It is also probable that many of our people relegated to suburban formations that are simply more of the same, will have found life increasingly dull - at least some of our younger folk will. Suburban development programs however, have demonstrated little capacity for dealing with the human aspects of community

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* It has been estimated that by 1985, the New York region alone will have 5 to 6 million additional people and that the region's capital requirements for transportation, communications and utilities, recreation, education and other public and social services will be $75 billion for housing, $12 billion for private utilities, $40 billion for commercial and industrial structures. The total required capital investment will be $175 billion.
Harvey S. Perloff and Henry Cohen, "Urban Research and Education in the New York Metropolitan Region," Regional Plan Association, July 31, 1963.

life, and programs like FHA have found little room in their manuals for such commonplace things as meeting and mating, or walking and browsing, or giving people a sense of belonging, or adding something of ourselves to the pre- packaged community, or expanding the opportunities for adult education, or providing escape hatches from the sameness of living. In the creation of our environments, we are becoming a nation of real-estate men warped toward mortar instead of mortals and concerned about house values more than about those human values that make life tolerable. By the year 2000, we shall therefore be paying the price of our omissions in a massive program of suburban renewal with no guarantee that the new will be any better than the old.

Many of our suburbs are already feeling increasing pressure to provide apartment sites for industries, their menial workers, and the aging. With the shift of industry to the suburbs, the movement of Negroes suburbanward in quest of jobs will bring challenges to suburbia no less serious than the central cities have had to face. Simultaneously, the existing stock of suburban houses is beginning to look so worn and seedy that it is taking on the appearance of some of our older cities but with less of their resiliency and staying power. These developments may not all be preventable, but some are.

Instead of permitting sprawl, skip-over subdivisions and the wanton destruction of green spaces and orchards to make way for small speculative subdivisions, we can preserve what open lands or green spaces should be preserved for our future settlements while simultaneously acquiring and planning land for new

downtowns with room for apartment dwellers, workers, industries, commerce and all the other services that any working urban settlement requires.

We can also merge or bring under planning controls the thousands of disparate little governments that surround the central cities and keep their regions from growing sensibly. These little governmental units have common problems in water, transport, sanitation, education, parks, air pollution and hospitals. Yet they compete with each other for industries, revenues and people as though they were no part of the main. A single hamlet in the constellation can veto an improvement affecting the whole region. Workable units must be created out of these conflicting jurisdictions so that they can function more efficiently in their own, the regional and the national interest. The 19th century shibboleth of local home rule which has been sheltering these little autonomies should no longer be permitted to forestall the emergence of decent, functioning urban environments for the generations to come.

A third objective is to make our central cities sound. There are those who look upon the old central city as passe and who would let it die. But the urban civilization for which the United States is irrevocably destined requires these central cities to play a vital part in it. Most of the 160 million people who will be added to the nation's population by the year 2000 will be carving out niches for themselves in the burgeoning suburbs, but a sound national environment is more than simply a stockpile of houses on well-cropped lawns. Our central cities are the buttresses of our new urban civilization, the cores around which the

suburban communities will be polarized. These cities will educate and shape the future recruits for the suburbs. They will provide the essential contrast to suburban life; they will be the frontiers of the young in search of new horizons, the escapes to anonymity, the refuges of the immigrant, the poor and oppressed. They will be the main forums of civil rights and the crucibles in which our democratic faith will be getting its critical tests. If these cities will no longer be the exclusive centers of commerce, they will continue to hold an important share of it. If they will not suit the tastes of all, they may satisfy the desires of many. If the central city will no longer be the only type of environment by the year 2000, it must still be preserved as one of the options in a society of diverse environments in which to live and love, work and play.

Many of these cities however, will undergo major racial and social changes. Disorder and insecurity as well as economic considerations will not only speed white emigration to the fringes but industrial emigration as well, making more of these cities the beleaguered cores of swelling metropolitan formations. Already in 1967, the loss of the city's more affluent taxpayers has made the cost of servicing impossible to bear. A generation ago, municipalities were collecting more taxes than the national and state governments combined but their revenues which were 52 per cent of total as recently as 1932 had dropped to 7.3 per cent by 1962. Unable to finance their requirements from taxation, the cities have resorted to borrowing and between 1946 and 1964, when federal debt per capita actually declined, local debt per capita more than trebled. The federal government

has failed to share the growing costs of education and safety and when it has proffered new forms of aid in housing, urban renewal or welfare, it has always required its cities to contribute a share, thereby increasing the burden of already sagging local treasuries. When the cities have tried to meet the costs of these new services (or of existing services) by raising taxes, they have simply accelerated the flight to the suburbs. We have not yet learned that the housing problem is more than houses -- it is also a safe and solvent community, the existence of good schools, the proximity to the better jobs, social services and transportation. If the Congressional goal of decent houses in decent environments for everyone is to be realized, the federal government will have to assume the consequences of the shift to an urban society with all the economic and social distortions it has brought with it.

A fourth objective is a housing inventory in both city and suburb providing a variety of electives to every family. Neither family composition nor housing needs are constants. They vary with the life cycle, with the health, age and changing fortunes of families and with the births and deaths of people. They change with the decisions of industry and with job locations, building costs, and incomes. They depend on mortal whims and human restlessness, on the desires for change by a people, 35 million of whom shift annually within, from and into cities, farms, villages, suburbs, mobile parks, warm and cold climates, mountain and sea-level terrains -- these people require every variety of house and environment in which to make their choices.

There are those who believe in a stabilization of human movements and they proffer scores of "self-contained" new towns of 35,000 to 50,000 people as the new design for life. The towns would be independent of the city and would have their own built-in shops and industries for their own built-in residents. The proposals would bring us stability -- and sterility as well. "Perfect order" can be the prelude to tyranny. New towns should be part of the new environment, but the notion of a nation of ten thousand grooves into which our future generations will all be neatly fitted is consonant neither with a "Great Society" nor even with a middling one. A nation composed entirely of New Lanarks and New Harmonies would be as dull as a nation that is just one big Texas. A sprinkling of the unordered and unorganized would help keep us from becoming just that.

Between now and the year 2000, the number of people will increase in every age grouping, * and there will be a growing demand for housing of every variety. Most of our older and more of our younger folk would like apartments, if they were something more than the vertical caves they are today.

The economics of apartment house investment, however,

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* Projections by the Hudson Institute show comparative U.S.population by age as follows:

	1965	2000
20-24	13,623,000	26,430,000
25-34	22,374,000	44,480,000
35-44	24,462,000	41,390,000
45-54	22,067,000	35,141,000
55-64	16,973,000	22,260,000
65+	18,102,000	28,200,000

dictates provision of an absolute minimum in space, height and amenity. Yet with projects set to grow larger in the years to come, it is at least physically possible to supply the same amenities in apartment projects that resort hotels provide for their guests, i.e., swimming pools, exterior and interior playgrounds, club-rooms, etc. Since this aspect of the operation cannot always be profitably provided by the entrepreneur, it should be supplied at public expense. The concept that parks and playgrounds must always be on separate publicly-owned lots or that they must always be open to the sky is obsolete. Leasing interior space to the public for these purposes or dedicating the yard space to public use are some of the possible arrangements that could make apartment living more tolerable.

A fifth objective should be to provide variety and security in the forms of home tenure. The generation to come will still have many among them who will not want to sink lasting roots into a given community. At least twice as many families as there are today will prefer owning a mobile or demountable home (set either on its own lot or in a vertical structure). Still others will choose a furnished unit in an apartment motel from which they can check out on an hour's notice. Freedom of opportunity implies mobility to seek that opportunity and this in turn calls for an inventory of houses that can be rented, owned, leased, co-oped, or held under any one of a number of other arrangements.

The 90-100 per cent mortgage effected a major revolution in the system of mortgage finance. By reducing the stake in ownership, it simultaneously cut down the buyer's risk. It also gave the American home owner a unilateral

opportunity either to surrender possession or cash in on a price rise.

One of the main troubles with our 90-100 per cent mortgage system, however, has been that its opportunities have been withheld from America's poorer folk. They have not only been looked upon as bad risks but the fiction has been officially created that they deserve only tenancy in a public housing project. Yet if the exodus to suburbia continues and the poorer folk are the principal candidates for central city homes, prices of houses in many central cities will drop to a level that will afford a signal opportunity for ownership by these families. A recent Philadelphia study made by the writer showed that thousands of row houses in move-in condition could be purchased at $1,500 - $5,000 per house and carried at as little as $40 to $60 a month. All that was needed was a mortgage fund to facilitate a flood of purchases.* Similar conditions are indicated in St. Louis and other cities in which low income families are now the only potential bidders for houses.

The risks of such ownership could be minimized by requiring only a nominal downpayment. Such a program would be far less costly than public housing. While home ownership can be no cure for poverty, it would diminish vandalism, give a stake to many families, a roof they can call their own, and perhaps even give them an opportunity to become members of the next generation's middle class.**

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* Charles Abrams. Equal Opportunity in Housing, Philadelphia Redevelopment Authority. December 1966.

** Indeed millions of white families are now members of the middle class because the houses they had bought in the 1940's for $5000 with a few hundred dollars down payment are now worth $20,000 or more.

Public housing should be simultaneously built for those who prefer rental but it should never be the only type of housing available to the less privileged. The units should also be sold to the occupant when earnings permit.

Nor should home ownership any longer continue to be precarious -- either for the poor or for any other group. Many a family has built up a seasoned equity only to face loss of it because the breadwinner's unemployment, illness or death disabled it from making a single mortgage payment. An insurance scheme providing insurance against such hazards is long overdue. *

A sixth objective should be a national building industry capable of producing efficiently at low cost. Home-building (including home repair) is one of the nation's key industries, not only because of its dollar volume, but also because it spurs construction of schools, streets, roads, utilities and shops. It was not a concern for the poor that first prompted federal support of housing programs but concern for the economy. And it is the same concern that is responsible for the huge commitments now being made to the federal mortgage agencies and to savings and loan associations.

The home-building industry however, is important to the nation for other reasons as well. It shapes the nation's physical environment; a fifth or more of a family's income is required to maintain every home that is sold;

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* For an amplification of the proposal, see The City is the Frontier, 1965 Harper & Row, p.262.

the taxes levied on houses are the main support of local governments; the failure to provide houses for minorities is one of the main causes of social conflict in the nation; finally, how much the home-builder charges for his product determ ines whether the house remains a luxury product or whether it becomes available to every American family.

Despite its importance, however, the industry is small, fragmented, undercapitalized and victimized by all sorts of obstructions. A California study in 1963 showed 85 per cent of the builders with less than 9 persons on their staff.* A survey by the National Association of Home Builders a few years ago showed three fifths of their members building only 25 or fewer houses a year; no more than 1.5 per cent built 500 or more houses. They undertake little research, carry no land inventories for continuous operations and make little effort to reach a mass market.

The industry will be more vital to the economy in the years to come. Assuming current trends in the rate of household formation, about 1.2 million houses will be required annually between today and the year 2000, not allowing for vacancies and the needs of the two house family.** If the average durability

* Housing in California. Appendix to Governor's Advisory Commission on Housing Problems. p 521.

** Plato's Utopia called for everyone having one house in the city and another in the country, and though few have been able to attain the ancient prosperity of Cicero who had six houses scattered about Rome, there are a growing number of American families to whom Plato's dream is now a reality.

of houses is calculated at 30 years and if we allow for the ravages of age, obsolescence and disaster, some 10 million additional units will have to be replaced in the next decade, rising to 16.5 million units by the 1990's.* Based on these assumptions, we will be needing 2.4 million new housing starts by 1970, rising to 4.2 million by the century's end. By 1980, expenditure for residential construction should be $55 billion, or $32 billion more than in 1960, rising about 2 1/3 times more between the years 1980 and 2000.**

Despite the massiveness of the nation's social and financial stake in the industry, there is little prospect of an early mutation in the nature of building entrepreneuring. Big industry continues to supply the materials that go into the house -- steel, cement, wood, plumbing, glass, gypsum, etc. -- but shuns the actual home-building. The trend in industry is to look for smaller profits per unit in large volume, not large profits per unit in small volume, but in supplying materials to the homebuilder, the materials industry often wants big profits as well as big volume.

A few symptoms of big-line entrepreneurial interest in house-building have recently appeared. Alcoa has been unwittingly lured into some urban renewal investments; General Electric, Westinghouse and a few oil and insurance companies have given backing to some new towns entrepreneurs. U.S. Gypsum has made a well-publicized start at remodelling a few tenements in Manhattan's slums. These examples are claimed to be the forerunners of a take-over by the Leviathans of capital.

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* These estimates are based on the study by the Resource for the Future, Hans H. Landsberg, Natural Resources for U.S. Growth, The Johns Hopkins Press, 1964, p. 44.

**Ibid., p. 46.

But a similar spurt in interest was manifested by them before (Metropolitan's Stuyvesant Town and Parkchester in New York City, the Rockefeller's Carver Houses in Harlem, New York Life's investment in Chicago). After reams of publicity that promised billions in investment, their interest petered out.

The evidence today is that Alcoa's interest is surfeited; Westinghouse, which bought out a Fort Lauderdale builder, including his 11,000 acres on which it hopes to build a new town, has still to cut its eye teeth on the building business (its executives say the investment was prompted partly by a desire to get closer to the consumer); Columbia, the new town between Baltimore and Washington, will smartly sell off land to small builders instead of mass producing and retailing its own units; Reston, Virginia, has still to demonstrate that building a new town provides bonanza profits to its oil company backer -- or any profit at all.

Among the reasons for the hesitancy of big business are that land and land improvements (representing 15-25 per cent of cost) cannot be standardized; local zoning and archaic building codes and the vested interests of their protectors frustrate the venturesome; vested labor interests will oppose introduction of new materials. We can probably expect some additional standardization, a few more Levitts and a few joint ventures with these Levitts by those with more capital but less know-how; more mass on-site production and more mobile housing manufacture participated in or taken over by the big-timers. But more than this in the next decade or two would be a welcome surprise.

A bigger interest by the capital pools could come with a national land policy and the organization of an USA. The release of land in large parcels could

provide enough good sites to make more wholesale operations profitable, manageable and cheaper. Zoning and other local impediments would be removed and better deals might be negotiated with unions looking for year round employment.

A seventh objective should be to guarantee freedom of movement by eliminating all restrictive barriers preventing people from living in areas of their choice. An apartheid threatens the United States, and unless it acts now, it may be irreparable by the century's turn. The difference between the South African variety and our own will be that our Negroes will be confined to the cities instead of the outskirts: the threat to democratic principles will probably be no less.

If current trends continue, Negroes by the year 2000 will outnumber whites in 8 of the nation's 10 largest cities.* Such predictions can be nullified by labor shortages in other areas, by unanticipated breakthroughs into suburban enclaves, or by a cessation of the northward migration as the Negro, having obtained the vote, decides to stay put in the South. But Negroes are already a majority in Washington, D.C., and Newark while their numbers range from 25 to 35 per cent of the population in Philadelphia, Cleveland, Detroit and Baltimore.

Although a nation-wide division into black and white communities will firm segregation for a time in schools and public facilities, it need not be the disaster some people fear, provided the cities are given top-flight schools and services and provided the channels of opportunity and escape from the ghetto are kept free and open.

The indications, however, are that the cities will not get such schools and services and that the channels of opportunity will not be kept free and open.

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* U.S. News and World Report, February 21, 1966.

In the nation's most liberal era, i.e., from 1935 to 1950, exclusion of minorities from neighborhoods was not only sanctioned by federal manuals and judicial decisions, but was exhorted by officialdom; withdrawal of government mortgage assistance was threatened unless exclusion was practiced* and some of our most respectable national leaders wrote restrictive covenants into their title deeds.** The covenant was finally struck down by the courts but the public attitudes that gave them support survive.

As more and more all-white suburbs are developed, the proportion of voters with a stake in exclusion will grow and it will need only the right kind of demagogy to spur a mass descent into prejudice, bringing with it a collapse of all the gains laboriously won in the last two decades.

There are already ominous political signs that this is happening. In Berkeley, the center of California's intellectual liberalism, an anti-bias law for housing was voted down decisively and soon thereafter, "Proposition 14," a constitutional amendment to bar adoption of any law that would outlaw housing discrimination was passed by the state itself. It rolled up a surprising 4.5 million votes in its favor to less than 2.4 million opposed, and the votes for the proposition exceeded those polled by President Johnson by more than 350,000.

Nor is California the aberrant exception -- the signs are increasing that the nation's largest state only expressed what is now the going national trend in attitudes. This

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* Charles Abrams, Forbidden Neighbors, Harper & Row, 1946, p. 227.

**Charles Abrams, The City is the Frontier, Harper & Row, 1965, p. 62.

was indicated in 1966 when Congress decisively turned down a law to bar private housing discrimination, and though inroads have been made by Negroes into a few suburbs, the evidence is overwhelming that suburban opposition to Negro entry is firming. The Negro riots of 1967 did little to relax white fears. If in fact the right to exclude were to be made a national issue in 1972, it is by no means improbable that the housing backlash that made its initial swing in California could complete its course in metropolitan New York and the whole eastern seaboard.

To halt the spread of prejudice that is sweeping steadily through the nation's burgeoning suburbs, a mighty effort must be made to sustain the gains and maintain the moral climate that made them possible. This calls for continued leadership by the President; for an expansion of the President's Executive Order to ban exclusionary practices in housing by all mortgage lending agencies benefitting from government assistance; for continued pressure on state legislatures to enact state anti-bias laws. Above all, it requires the sensible support not only of the Negro community, but also of the churches, civic associations and other groups to whom equal access to shelter is the indispensable link to the democratic faith.

Anti-discrimination laws, however, will not bring the millenium to America's minorities, for even if all suburban homes were opened to them, most could not afford them. The most subtle and most effective form of discrimination, in fact, has been government's failure to provide realistic subsidy programs and ample mortgage facilities to enable minorities to buy or rent homes within their means.

If private builders or the state refuse to build or the local governments persist in maintaining their exclusionary practices, the federal government must be

prepared to go in and build the housing itself; only then can one of the most stubborn links to poverty and discrimination be disengaged and access to shelter be maintained as a civil right.

An eighth objective should be the assumption of leadership by the United States in the improvement of urban settlements in the world's less developed areas. The world in the year 2000 will be a predominantly urban world. The urban population of Africa will probably grow from 58 million in 1960 to 294 million by the year 2000; that of Asia from 559 million to 3444 million; and that of Latin America from 144 million to 650 million. In that world, all areas will be no more than two or three hours distance from each other, so that no nation can remain insensitive to the problems of its ever-encroaching neighbors.

The American indifference to the world's emerging urban problems changed abruptly with the rise of Fidel Castro after which appropriations for mortgage aid and home building swelled. But it was confined to Latin America and little money for urban development has found its way into the rest of the world from the United States, the other more advanced nations or the international aid agencies.

As masses of people keep pouring into the cities, they are seizing public and private land, threatening the rule of law. Industrialization, urbanization and political change have all arrived precipitously in nations lacking the experience, traditions and capital with which to cope with their surging problems. Their industrial, urban, social and political revolutions have all come at once, and are taking place in an arena in which three great ideologies are competing for pre-eminence -- the

American predicated on the theory of private enterprise, individual land ownership and individual choice, the other two based on summary revolution, state hegemony and subordination of the personal freedoms.

In this contest of ideologies, the underdeveloped countries are trying to carve out their own values while resolving the sensitive relationships between government and property, between the public and private spheres of interest and between central and local controls, all of which will determine the kind of political systems under which their people will live. It is in the urban sector, particularly in the housing sector and in the laws governing the ownership of houses and real property, that the nature of the emerging political systems will manifest itself. But by 1967 there was no evidence that the older democracies had even sensed either the dangers or the potentials for rescuing democratic norms out of the gathering chaos.

The emerging urban world is the frontier for new ideas -- in the building of new communities, in the creation of a democratic land policy, in the development of savings mechanisms for home ownership, in the production of international financing schemes for urban development, in the standardization of building parts, in the provisions of land and utility projects and core housing techniques, and in the conversion of tribal relationships into cooperative tenures. What is lacking, however, is the essential international concern with urban development * as well as the existence of the

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* The report of the Delos Symposion of 1967 urged that the rich Atlantic powers should contribute annually at least 1 per cent of their gross national product to the urgent tasks of world development. As one of the signers, I considered this a minimum as did others signing the report.

international and local skills with which to bring sensible urban development into being. The field requires people who have a grasp of multiple disciplines -- economics, housing and land policy, public administration, sociology, city planning, finance, law and legislation, transportation, architecture, building and building materials, and public relations -- plus a large gift of common sense. Finding the proper candidates and training them will not be easy. The challenge is to the world's universities and to the whole field of education which has become too specialized to qualify. It cries for a new discipline, for the integration of disciplines and for the initiation of new varieties of research, for the training of the right kind of personnel and for the development of a new type of leadership and responsibility that can not only see the emerging urban world from its new, broad and challenging perspective but which can generate progress with limited tools and resources toward making the world a safer and a better place in which to live.

A personal postscript for the year 2000 .

By January 1, 2000, I shall be 98 years old, an age in which my hindsight will be better than my eye-sight. I shall be watching the celebration of the second millenium of the birth of Christ, delivered in a stable during a housing shortage.

I suspect that there will still be a housing shortage in most parts of the world and that more nations, not yet ready to heed the sermon on the mount, will have the capacity to clear areas far more effectively than any urban renewal program.

Fortunately, the tendency of world urbanization to confine people to

concentrated settlements will make all nations vulnerable to destruction and therefore more reluctant to employ their awesome prerogatives. At least this is my hope.

World urbanization will bring another blessing. One of the main forces making for war in the past has been the necessity for expansion on the part of increasing populations -- war was simply one of the special manifestations of the biological struggle for existence. This manifestation spurred conquests since early times, underlay Malthusian doctrine and Hitler's more recent drive for lebensraum.

Yet logically, while world urbanization is no insurance against either cupidity or stupidity, it should bring with it a subsidence of some of man's compulsions to conquer and kill, for in an urban world, his drives for space will be inward and intensive rather than outward and extensive. It is not the land of a neighboring nation that is needed for urban expansion but the land within a nation's own borders. The competition for this land will be intense but it will be mostly internal, not external.

This, of course, will not dispense with the competition for the foodlands or the need for birth controls. It will, above all, not dispense with the necessity for the most intelligent planning of the urban cores and the land around them. In this respect, the present and future concentrations of people and industry should be highlighting the overriding need for rationalizing the world's urban land resources.

If the rule of law is to survive, if rebellion is to be avoided and a measure of human happiness secured for the urban society to come, it is this resource

and its proper planning that should be engaging universal concern. In this sense, resolving the mysteries of the space problem on earth is, I believe, at least as important as resolving the mysteries of space in the outer regions of the universe.

THE NECESSITY AND DIFFICULTY OF PLANNING THE FUTURE SOCIETY

By: Karl Gunnar Myrdal: sociologist-Professor, Institute for International Economic Studies. Wenner-Gren Center, Stockholm. Best known as a sociologist, Dr. Mrydal's basic discipline is economics. His AMERICAN DILEMMA, a searching work on the Negro problem, is the classic treatise on the subject. Recipient of hundreds of international honors and degrees, he has authored many books and articles on economics and money. Former member, Swedish Senate; executive secretary, U.N. Economic Commission for Europe; member, Swedish Royal Academy of Science.

October 3, 1967

Gunnar Myrdal, the Swedish economist, planner, and sociologist, pointed to the almost complete absence of meaningful planning in the U. S. on both national and international matters. Myrdal, whose book on the U. S. Negro, THE AMERICAN DILEMMA, is considered by many to be the most comprehensive analysis of the racial situation in this country ever written, criticized this country's handling of racial matters. His strongest criticism, however, was of this country's involvement in Viet Nam.

According to Myrdal, the most flagrant example of the total absence of planning in the U. S. is in regard to international relations. And our present situation in Viet Nam proves this. As a Swede, living in a country that remained neutral in both World Wars and furthermore, a country that has no colonial involvement, he could, from his vantage point, look at the rest of the world as an outsider, and see many things wrong with the world. As a social scientist and social reformer, Myrdal's orientation and spiritual heritage were toward achieving (through planning) a Utopia. But the world didn't share his ideals. It was too busy fighting wars and engaging in nationalistic pursuits. And he has lost much of his hope and enthusiasm that his ideals can come about.

Praising the AIP for conducting the Conference, which he thinks is in the great American tradition, he is nevertheless impressed by the staggering difficulties that must be overcome to translate these American ideals into reality. In his opening remarks he said: "I feel a little out of place at this Conference. I tried to escape this duty, but nevertheless I am here. I am here because I am assuming that you have enough of what George Kennan once called 'the great American capacity for enthusiasm and self-hypnosis' not to become discouraged by the difficulties I will find it my intellectual duty to point out, so that in facing these difficulties you instead will perhaps feel a greater urge to overcome them."

Myrdal then went on to spell out what planning should be, what it should aim at, and how it has failed. Planning should be foresight and planning the kind of action to shape future events, particularly to avert the dangers ahead. What we mean by planning-- and what even those in America who are allergic to planning also mean--is a determined effort, through democratic means, to make intensive, comprehensive, long-range forecasts of future trends than have been customary, and thereafter, through collective decisions, to formulate and execute a system of coordinated policies framed to have the effect of bending the foreseen trends toward realizing our ideals. All this should be spelled out in advance as definite goals for planning. This does not mean more detailed government controls or a larger beauracracy. As a matter of fact, if this country had more successful planning, it would free the citizens from a lot of irritating public intervention of which there is an astonishing amount in the U. S. Mostly this public intervention is a consequence of too little planning.

In international affairs, this is most evident. In one lifetime, the world has drifted into two world wars, planned by no one. The world now seems to be following an uncharted course toward a third (and possibly final) war. Incidentally, if it comes, the U. S. will not escape destruction and slaughter of civilians as it did in the past two. In this precarious situation, the world is spending today as much or more on minor wars as the sum total of the national incomes of all the underdeveloped countries.

Thus far, the protracted attempts to negotiate international agreements on disarmament have failed. Each country goes its own way trying to assure itself of security and increasing the danger to all. Every true planner must decry this situation. Every planner must recognize how different things could be if the opportunity to plan ahead had been seized; how different things could be, if at the beginning of the century, the rich countries could have seen the handwriting on the wall-could have foreseen the collapse of the colonial system--and set out to prepare the colonial peoples for the responsibilities of independence.

The income gap between the rich and poor countries is widening. The economies of the poor countries has slackened. The inflow of capital from the rich countries has decreased (percentagewise, based on the rich countries' national output) and the quality of "aid" has fallen, because more and more of it is tied to exports from donor countries.

And there is a race angle to the relations between the rich and poor countries. All the rich countries are white (or predominantly so) and the poor countries are colored. There is reason to fear that the race issue will infuse the international class struggle. This is evidenced

by the inclusion of the word "racialism" in resolutions adopted against "colonialism" and "imperialism" by protesting groups in the poorer countries.

There is no justification for criticizing international organizations, such as the United Nations, for failure to solve international conflicts, such as the recent Middle East episode. The UN is not a world government; it can be nothing more than an instrument for international diplomacy. Its failure, if such be the case, is the failure of the member states to agree.

So, it is national, not international bodies that must move toward correcting the disastrous unplanned drift of world affairs. Planning must be undertaken at the national level. And the nations must enunciate and follow clearly defined policies in international affairs. The American government has expressed moving but noncommital declarations about the horrifying dangers involved in the armaments race. But, when it comes to agreeing on even a small practical step in that direction, it looks anxiously over its shoulder.

The long course of events that led to the present large-scale warfare in Viet Nam developed in a compl tely unplanned way. There was no responsible sharing of decisions during the years leading up to the present situation. Even when a particular policy was decided on, evenif it was wise and benevolent, it was not a coordinated planned decision. Other policies pursued at the same time frequently wrenched and twisted the basic decision. It is strange that a country that directs so much effort toward systematic research would have a foreign policy so unplanned, so irrational in its means, and so irresponsible toward declared ideals and goals.

It is obvious that the democratic system does not guarantee that persons elected or appointed to direct foreign policy will have the moral and intellectual qualities that are required. But dictatorships given even less of such a guarantee of competence.

And apart from the insufficiencies in planning in the foreign policy field, successful planning on the national scale is inadequate. Planners have every reason to be disheartened that most of the time we are overwhelmed by events which we should have foreseen and have had planned policy measures to cope with them. One example is the Negro rebellion that has had forebodings for several years and flared up so dramatically this past summer. Apparently, this Negro rebellion came as a surprise not only to the American people at large, but also to those responsible for policy. From a planner's point of view, there is still a bewildering uncertainty of how to use police power to suppress violence and also what remedial actions should be taken to improve the social and economic conditions that are the root causes of the rebellion.

Though poverty, and all that it implies, has a major incidence in the Negro population, Negroes are only a third or a quarter of all the desperately poor in America. So that measures to correct or ameliorate poverty must necessarily provide for all groups and the various actions taken should be appropriate for each.

The various actions which were improvised under the "poverty program" were spurious, not always well administered, and certainly not carefully planned as a long-range national effort to meet certain goals. We planners were naturally sympathetic to the program and could have helped shape a rationally coordinated, effective program. What actually happened, as we all know, is that under the influence of the large scale war in Viet Nam, the air has gone out of the "poverty program." Least of all has it opened up the new opportunities for real planning that we could have hoped for.

In the field of national economic planning, we have been equally remiss. The U. S. has finally accepted the Keynsian idea that economic trends can be planned and balanced But while these great advances in accepting the idea that measures to stabilize the econ my were desirable, and that stimulating a stagnant economy should be undertaken, the planning did not happen. One cannot just want economic growth. The question planning could raise: growth of what and for what? Merely taxes and money flow can't do it. The long-term "poverty program" should be included in any satisfactorily planned economic program.

Among all the fields of planners, the city planners have for decades enjoyed much prestige and have generally escaped the animosity against planning that has been so prevalent in America. But their efforts have been mostly in bits and pieces of cities. I am impressed by many examples of city planning I have seen, but we have made progress only on a small scale and in individual cases. National planning for the "creative development of our environment," the theme of this Conference, has rarely occurred. Full-scale planning of our cities and urban areas is essential in the next fifty years. And it must cover all aspects of human life in communities. Schools are not getting better--in some places they are worse. Transportation must be radically redirected. Houses, streets, parks, playgrounds, public facilities, all must be developed with rational planning policies.

And these policies must be broadly arrived at to meet the need of all people--not just the ppor or the Negro. Moreover, we know that the toughest problem will be to rehabilitate the human inside the slums, to lift the people out of cultural impoverishment and their slum-mindedness.

In improving planning for our urban environment, there are financial and political issues to be solved. More functional administrative units must be created and provision made for their financing. State, local and Federal governments must provide larger financial contributions to

planning activities. Such reforms will meet with resistance from certain vested interest, but they must come about.

There are all kinds of estimates of the huge sums that are required to rebuild American cities and rehabilitate their slum populations. But there is no detailed plan on a national scale for what needs to be done, or how much it will cost. Such calculations should be made. They are needed in order to educate the American people to the magnitude of the task. And, said Myrdal, "I would permit myself the observation that while at this conference you should take up the national problem of what America should do to "cause a creative development of our environment, our society, and our people."

The common idea that America is immensely rich and affluent is an exaggeration. American affluence is heavily mortgaged. America carries a tremendous burden of debt to its poor people. No investment is more remunerative than "investment in man." And the American majority that is well off should make the necessary sacrifices to "cause a creative development of our environment, our society, and our people."

But Congress seems more willing to spend money on wars and the preparation for wars than for home needs. Congress probably reflects how the American electorate feels about national priorities. Most Americans do not feel the pinch of misery of the slum dweller. And generally, the lower strata of American society has remained relatively inarticulate about their plight. This passivity (with the exception of the recent Negro rebellion) is responsible for the neglect of the needs of the submerged underclass--the world's least revolutionary proletariat.

Concluding, Myrdal said:

"This conference is based on the conception that ideals and goals for planning should be spelled out in clear terms. The first condition for planning in a democracy like the U. S. is to reach the people and enlighten them in regard to social and economic facts and policy needs. Unless the popular level is enlightened, all planning is nothing more than an intellectual exercise among a small sect of devoted planners, who will, moreover, be under constant temptation to compromise their planning in order to have something accomplished, however inadequate and perverted as to real needs. Planners must spare time from their scientific work to speak to the people in simple terms that laymen can understand."

"There are staggering difficulties, and we need the will to grapple with these difficulties. We need not the courage of illusory optimism but the courage of almost desperation."

The Next Fifty Years*

by

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Fifty years ago we were engaged in fighting the war to end wars, a war that would, among other things, make the world safe for democracy. Crumbling, along with many of the cities of Europe, was the cool Victorian certainty that everything was evolving for the best. Man was not as sure in 1917 as he had been in 1910 that science, guided by enlightened hands, would shape a world of eternal abundance and order.

Looking backward with the divine clarity of hindsight, we can now read some of the handwriting that was then on the wall. Listening with all the static screened out, we can hear a few authentic voices of prophecy coming at us across the years.

One was the voice of Albert Einstein who, twelve years before had written an equation that put new dimensions of potential for self-improvement or self-immolation into man's hands. Another was the voice of Pablo Picasso who was turning from the artistic glorification of the individual human being to the presentation of man as form and fragment.

Symbolically at least, it is possible to derive much of what has happened over the past half century from these two sources. Einstein overturned man's vision of the external world around him. Picasso turned man's vision of himself inside out. Today we find

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* Delivered at American Institute of Planning, October 5, 1967, Washington, D.C.

fragmented, formalized man the uneasy master of overwhelming science and technology.

And so we come together in 1967 to view the next half century. It is most appropriate that we do so, and I am impressed by the company assembled. I hope, though, that we shall be listening not only to ourselves and to each other. I very much doubt that a similar group, had it been assembled in 1917, would have included the right voices. I have parallel doubts about us. The trouble with us is that we have prospered by the present and are probably, therefore, shackled to it. We may well be akin to the Roman sage of the fourth century, described by Lewis Mumford, who confidently predicted an endless proliferation of good public baths and better public roads while the Visigoths were gathering at the gates.

Whose are the authentic voices? Do they come from those who are doing the planning, or from those who are being planned at?

What, for example, are the op artists, the beat poets, the flower children trying to tell us? What can we learn from them, or from the fact of their existence?

Obviously a considerable portion of the youth of this country feels an estrangement from our society. These kids have opted out. Basically, I think they are disenchanted with impersonal institutions, with superhuman technology--with what appears to them to be the irrelevance of our society to humanity and human values.

We can call them immature and wish they would wash. But we can't ignore their expression of a deep hurt. They are suffering a wound that calls for treatment. That treatment somehow must be

built into our thinking about the next fifty years.

Meanwhile another group clamors still more loudly for our attention--the dispossessed in our urban ghettos and in the rural wastelands. What are the rioters trying to tell us? What should we be learning from them and from others like them who suffer in silence?

The root of their malady is painfully clear. While the majority of our society reaps the benefits of technology, they are reaping nothing but frustration. In the midst of incredible productivity, they are jobless. In the midst of abundance, they are wanting. In the midst of health, they are sick.

This vast disparity occurs in a negative social environment which is self-sustaining and self-perpetuating. Lack of jobs, lack of education, lack of access to the rudiments of health combine to harden the stratification of society. The pressures of fragmentation which weigh upon all of us weigh heaviest on the poor. This severe illness of our society demands immediate medical attention. In fact, equity of opportunity must be established as a prerequisite to all other treatment.

Neither the disenchanted nor the dispossessed is a new phenomenon. Both have been with us always. In years and centuries gone by, they have been dealt with largely by lamentations and platitudes--which is to say that they have not been dealt with at all. Or they have been suppressed and contained--which passes the problem on to the future in intensified form.

The exciting thing--the new phenomenon--at this moment is that they can be dealt with if we decide to do so. Professor Jerome Frank has said it this way:

> "In the past, men could shrug their shoulders in the face of most of the evils of life because they were powerless to prevent them.....Now there is no one to blame but ourselves. Nothing is any longer inevitable. Since everything can be accomplished, everything must be deliberately chosen. It is in human power for the first time to achieve a level of human welfare exceeding our wildest imaginings or to commit race suicide, slowly or rapidly. The choice rests only with us."

This, I take it, is what this conference is all about. Each of us views this awesome choice through his own special lens--mine is the lens of health, Dr. Hutchins' the lens of education, and so on. My objective for the year 2017 is the healthy man; his is the educated man. I think we are looking at the same fellow--the integral man.

Moreover, it is clear that the health system and the educational system and a great many other systems are going to have to work together to produce him, and that all these systems will have to change substantially if this healthy, educated man is to be typical of his time.

What is this healthy man toward which we aspire?

First, he is as free of disease and disability and the imminence of premature death as medical science of the 21st century can make him. Projecting the pace of recent progress across the next five decades, he should be in pretty good shape. He should look forward with confidence to a longer lifespan than we do today. He should be free of the presence or threat of most of the communicable diseases. He should have at his disposal a remarkable battery of curative and rehabilitative skills when chronic illness threatens to limit him in his activities. He, or at least his children, should be comparatively free of the menace of congenital defects.

Second, he lives in an environment that is free of specific, preventable hazard to his health. He is not compelled to place his life or health in jeopardy as a condition of his employment, or as a condition of urban living.

In short, he is the beneficiary of excellent medical care--preventive, curative and restorative--and of environmental health protection. But this is only the beginning, not the end of the story.

For the truly healthy individual is not simply un-sick. He is not merely an aggregate of undiseased organs existing in sterilized and de-carcinogenated surroundings.

Rather he is not only strong but conscious of his powers and eager to use them. His environment is not just protective but positively conducive to productive and stimulating living. The

healthy human being of the year 2017 is equipped for self-fulfillment physically, emotionally and socially.

How do we get there from here? Obviously no amount of adjustment in the health system alone can take us there. But there are a number of changes within the health system that will move us in that direction.

In my view, the fundamental and revolutionary change needed in the health system is to re-orient it to the human being. The individual person should be the center around which the health service system revolves. His total state of health should be its measure of success or failure. This radically different orientation would rid us of a great many prevalent absurdities typified by the classic statement, "The surgery was a success but the patient died."

The fact is that we in medicine are suffering from fragmentation of the human being just as society is suffering from fragmentation of the body politic. With the application of science to medicine has come specialization. With increasing technology has come depersonalization. As a result, we seem to have greater concern for a specific gene or lobe than for the human being it belongs to. Within the medical microcosm the ultimate object of the enterprise--the person--is lost in a swarm of preoccupations with the technique, with the professional subgroup, with the efficiency of the facility, and so on.

This, I submit, is a very special irony in medicine, which has the most humantarian purpose of all the disciplines stemming from

science. How can health possibly be seen as irrelevant to people? In this situation, the physician must heal his own art.

Historically, across the long span of the centuries back to Hippocrates, the practice of medicine consisted largely of an unequal struggle to prolong life and reduce misery. The struggle was unequal because available knowledge was unsystematic and tools were rudimentary at best. The doctor almost always lost. The good doctor was "good" because, lacking the ability to cure a specific ill, he gave "care" to the whole patient and made him feel better, temporarily at least. He was a skillful, an artistic comforter.

Then, beginning in the late 18th century and continuing into the 20th came a period when the tide of the long battle began to turn not so much by curing diseases as by keeping them from happening to large groups of people. Some of these gains were external to medicine--a general rise in living standards and levels of acceptance brought better nutrition and cleaner surroundings for most of the people. We learned how to treat public water supplies. We learned how to immunize against some diseases. In most of these instances society was the patient and the individual benefited as a member of the community.

Now for the past few decades, and especially since World War II, we have been in a third historical period--the therapeutic age. Primacy has been given to diagnosis, treatment and cure--through the "wonder drugs", through "wonder surgery", and other applications

of biomedical science and technology. During this same period we have also made important advances in medical rehabilitation. The accent has been on the specific disease or disability, the focus on the diseased organ or tissue.

This surge of emphasis on the therapeutic aspects of medicine will undoubtedly continue for awhile as technology is further exploited. But this further exploitation will demand further specialization of professional performance, and it contains the seeds of further fragmentation of the individual. It will also result in further de-personalization of the circumstances of health service unless we take positive steps to counteract this tendency.

The shift that must take place over the next half century is the emergence, once again, of the individual as the central purpose of medical science. This will place a much higher priority on prevention--not only of disability and death but of deviations from the norm that interfere with individual fulfillment. It will, in fact, alter and enlarge upon the traditional concept of prevention--which is essentially a negative concept--into a concept of health maintenance and health advancement.

The traditional concept of prevention has been to create conditions in which disease and premature death will not happen. The concept I am looking toward in the 21st century is to create conditions in which the healthy individual, as we have envisioned him, <u>will</u> happen and will be the norm.

Such a transition will involve new health strategies on a large scale. All of these strategies entail picking up the pieces of our fragmented present and putting them together as an integrated whole. We are concerned with the body and mind of every individual and with the social and physical environment in which these many individuals will be living.

As a first step we shall need to overcome our tunnel vision of death prevention as the primary object of health endeavor. We need to be concerned with not only the number but also the quality of man's years.

Part of this process will require a new economic orientation. We shall be shifting from today's sickness insurance to genuine health insurance. We shall be building incentives into the system for prevention, for maintenance of optimum health, for serving the individual rather than his diseased parts. These incentives will need to be apparent to both the provider and the consumer of health services.

A major strategy for immediate implementation will be a massive emphasis on and investment in developing health systems that meet the needs of today's dispossessed. Our goal of the healthy individual must apply to all our people--no lesser aspiration would be conceivable today. Yet for great numbers of the poor the wonder cures of our therapeutic age and even the basic preventive measures of 50 years ago are still out of reach. This imbalance must be redressed before

we can hope to soar higher toward 2017.

We shall have to devise and put into practice new systems of organizing health services, including the facilities and institutions that provide them. Heretofore, the hospital--the great citadel of cure--has been considered the heart of the system. But if we envision a system which emphasizes health protection and advancement, admission to the hospital will be an admission of failure. The hospital will be the place of last resort--essential but no longer dominant. Rather we shall need to invest heavily in ways of getting preventive and health maintenance services out where the people live--related to home and school and workplace. We need to build flexibility into both the structure and the operation of health care facilities. In planning such facilities we need to consider first of all the people to be served, and the patterns of flow of community life.

Perhaps most important of all, we shall have to re-orient our education of health professionals to the new goal of optimum health. If their highest object is service to the healthy individual, they will need an understanding in depth of society and the humanities. Only thus will the technical specializations, built on top of this base, be fully useful. To accomplish this transition, we shall have to start quickly. For medical education is a long-time process; it must chart a course that intersects the trajectory of practice a full decade in the future.

Our strategy of environmental health must begin, but not end, with removal of specific hazard. The first step is to understand

that the environment is the habitat of man. We need to appreciate both the potential and the limitations of our air, land and water, and relate these to satisfying living. While we are worrying about pollution we need also to worry about noise and light, stress and speed, and their impact on the healthy man. We need to build new partnerships, based on new incentives, among governmental bodies in many fields at many levels and between these and the full range of private enterprise.

For it is very clear that no single element of society can bring the healthy man into being. To accomplish all or part of this great transition, medicine and the health disciplines will have to develop new working inter-relationships with virtually all of the other fields of knowledge that impinge upon the human being and help to bring out the best in him. Health, broadly conceived, must be a determinant in housing and city planning, for example, just as spatial patterns of living must be among the determinants of health programs. Happily, the beginnings of these interlocks are becoming visible in conferences like this one, and in the broader concepts of planning that are being applied to problems of the city and also to problems of health.

I am convinced that realizing this vision will be well within our technical capability by the year 2017. Whether it is within our societal capability remains to be seen. I think we must try.

All the planning we do must be polarized toward the goal

of human fulfillment--the integral man. However sophisticated the apparatus of our planning process may be, it must ultimately be accountable to the individual human being for the critical choices. And these choices must always be evaluated against a yardstick of human values.

Given this goal, this accountability and this measure, we shall proceed full speed ahead on those courses of action which promise to advance the quality of living. That which is irrelevant to this purpose will be subordinated or cast aside. We shall have no time in these 50 years for irrelevancy.

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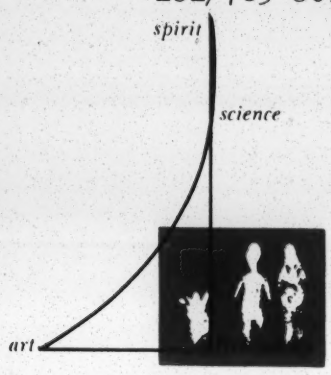

THE NEXT FIFTY YEARS / 1967-2017

The nation's consultation on the future environment of a democracy

Who are planners? These men whose decisions may completely transform our patterns of living in the future belong to a new profession that is still unknown to most Americans.

The American Institute of Planners in Washington, DC, a national professional society of local, state and regional planners, recently surveyed its membership to determine the anatomy of a planner.

From this study emerged a portrait of a typical community planner. He is under forty years of age, has entered the field since 1955 and earns between $7,500 and $12,000 annually from salary and professional fees. He holds an undergraduate degree and is interested in continuing his education in planning and related fields.

Eighty one per cent of all AIP members reported they want to take additional college courses although 94% already have undergraduate degrees, over 40% hold Master's degrees in planning and over 10% have Master's in other fields.

Planners are a relatively young group -- 17% were born since 1937 which makes them less than 29 years old. Fifty-six per cent were born since 1929 and are under 37 years of age.

As the problems of modern cities have grown in the past decade, the number of planners has swelled. Between 1955 and 1965, 67% of the planners in the

-more-

United States took their first full-time job in the field. Since 1960, 37% have begun their initial jobs as planners.

Planners have been defined as professionals who develop comprehensive programs and regulations for the orderly physical growth and renewal of cities, suburbs, counties, states and regions

Their work includes consideration of population and economic trends, social problems and objectives, development costs, public finances, intergovernmental relationships and urban design goals.

Planners also evaluate existing and future needs for land use, public utilities, community facilities, housing and transportation.

This year marks the fiftieth anniversary of the American Institute of Planners. Looking ahead to the next half century, the Institute will be host October 1-6 to a consultation on The Next Fifty Years/1967-2017: The Future Environment of a Democracy to be held at the Shoreham Hotel, Washington, DC.

This multi-disciplinary conference is Part II of a major three year effort, sponsored by AIP, to begin a nationwide discussion on the philosophy and values which could produce guidelines for the future development of American society. Other sponsors include foundations, national church groups, industries, universities and government agencies.

The American Institute of Planners was established in Kansas City in 1917. Its membership has grown from 24 members at its inception to 4700 in 1967. The organization maintains high standards for the profession and promotes better communications between planners and professionals in related disciplines through its Journal, Newsletter, 24 chapters and annual national conferences.

The Institute often advises government agencies and national public interest groups on matters affecting the practice of planning. It presents the professional position on legislation to Congressional committees, and encourages education programs and interdisciplinary studies for planners.

#

MEMORANDUM

THE AMERICAN JEWISH COMMITTEE
INSTITUTE OF HUMAN RELATIONS
165 East 56th Street, New York 22, N. Y. • PLaza 1-4000

from the desk of ISAIAH TERMAN
Director of Communications and Servicing

MS

"NEW NEIGHBORS"

By Hans Knight

Local intergroup agencies often call on us to produce inexpensive material that could be used on a large distribution scale to help educate whites toward accepting Negroes as neighbors, especially in situations where tensions exist or can be expected.

Such material is hard to come by. But we think that in this reprint from the Philadelphia Sunday Bulletin we have a true story that may prove to be very helpful. We wish you would try it out and let us know.

It concerns the quest of a Negro family for a home in the suburbs, the all too familiar problems they encounter, their eventual success in finding a place and subsequent integration (not all "sweetness and light," which lends a realistic note).

Cost is 10¢ each with a 50% discount for quantities of a hundred and over.

Isaiah Terman

December 16, 1966
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Encl.

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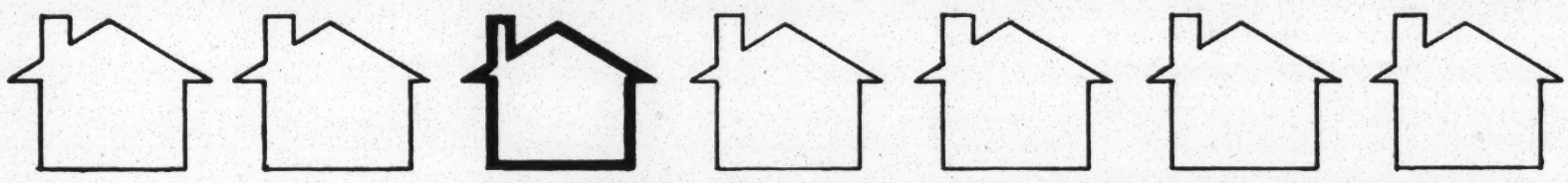
PHILADELPHIA
SEPTEMBER 25, 1966

NEW



NEIGHBORS

The Quiet Integration of a Suburban Neighborhood, and the Long, Painful Quest That Led a Family to It

By HANS KNIGHT

IT was a nice neighborhood.

It was Saturday afternoon. Kids splashed in plastic pools under the warm sun. Lawn mowers buzzed a symphony of suburbia.

They walked up the gravel path to the house, man and boy. They rang the bell.

The man who answered the ring spoke through the screen door without opening it. He looked at them and listened. He said:

"You may not come in and see my house."

Tony Robinson was six and he didn't understand. He looked up into his father's face and he saw the jaw muscles flutter under the brown skin and then he felt the big hand tighten around his own and they walked back to their car at the curb.

All the way from the Bucks County community to the narrow North Philadelphia street they rode in silence. The questions crowded in Tony's mouth but he didn't let them out.

Why was the man at the door so unfriendly? His father had spoken politely. He had introduced himself as the man who had made an appointment to see the house.

Why hadn't the man let them in? Why hadn't he even returned his father's greeting?

And why had his father turned and walked away without another word? Was he afraid of the man behind the screen? But his father had been in the Air Force and wasn't afraid of anything.

Had his father lost his speech? But he was a teacher and teachers knew more words than most anybody.

So Tony didn't understand.

They reached home in the narrow North Philadelphia street and Tony's mother, handsome and resolute, was waiting in the door-

way of the row house and asked, "Well, how did it go?" and his father said with a strange smile, "It didn't," and Tony found the courage to ask the questions and his parents sat down with him in the small, hot kitchen and explained to him how it was when Negroes try to move into a white neighborhood.

It was the worst moment in the Negro family Robinson's quest for the home in which they wanted to live.

TODAY, three years after the incident, Harold Robinson's pride still makes it hard for him to talk about it.

"It was a matter of your son seeing you humiliated and taking it," he said. "That day I felt like giving up."

But the Robinsons didn't give up.

"We talked it over into the night," Julia said. "And we decided we owed it to ourselves and to our sons—Steven was only two at the time—to keep on trying."

Julia had had the dream since she was a little girl. When she married Harold, twelve years ago, she found he shared the dream.

"We wanted to live in a good community with good schools. We wanted to give our children a better life than we had had."

Harold and Julia were born and raised in Philadelphia. He came from a small family, finished high school and worked his way through Cheyney State Teachers College with an intervening four-year spell in the Air Force. Julia came from a large family. She never went to college.

"We were rather disadvantaged," Julia said.

"In fact, we were plain poor," Harold said, smiling.

After their marriage they bought the row house in the North Philadelphia neighborhood in which they had grown up.

"It was a pretty good house," Julia said. "But the area was all built up. There was no room for kids to play. We wanted something different."

Julia had been working as a bookkeeper and teller in a bank ever since she left school. It was supposed to be difficult for a Negro to get a job in a bank in 1953 but Julia saw the ad in the paper, walked in and got the job.

Harold, his studies interrupted by his military service, had another year to go to get his degree at college.

"It was tough," he said. "We lived on Julia's pay and I didn't like it. It didn't seem right having my wife keep me. But things got better."

SIX YEARS ago, Harold began teaching in a North Philadelphia elementary school. After Tony's birth, Julia had switched to night work in the bank. Two salaries coming in enabled the Robinsons to save.

One day, in the fall of 1962, Julia decided they were ready to move. Harold agreed.

"We were making enough money to afford a better place," Julia said. "We thought that was all we needed. We were pretty naive."

They scanned the newspaper ads for houses that seemed promising and they found plenty. Julia made most of the phone calls.

One of the encouraging replies came from that nice neighborhood in Bucks County.

"Until then," Julia said, "we had just called up like any other American couple looking for a house. We didn't mention that we were Negro. I guess we were idealistic enough to think it wasn't important. We kept that up even after we had been turned down many times when the people saw us. We were also stubborn.

"But when Harold took Tony along that day and my son had to see the thing, we decided we would tell the people we were Negro, in advance."

The Robinsons were treated to a variety of excuses.

"Sorry, the house you're interested in was just sold."

"Sorry, the owner isn't home. No, I don't know when he'll be back."

"Sorry, the salesman handling the property is on vacation."

"Well, we'll call you back . . ."

When the salesman didn't call Julia, she called the salesman.

"I just wanted to take them at their word. It didn't do any good. The salesman simply was never there. But our phone bill was astronomical."

The Robinsons decided to change tactics.

"We turned to new housing developments because we thought those deceitful practices couldn't be used," Julia said. "After all, anybody can walk into a development and look around, and that's what we did."

It didn't help.

Sometimes the Robinsons found that the salesman in the model home had suddenly disappeared. Sometimes the salesman materialized and was very rude. Sometimes he refused to give out simple information.

"It was almost funny to see a salesman suddenly run out the back door as soon as he spotted us pulling over to the curb," Julia said.

"Once we did catch a nice young man willing to talk to us. He spent all his time telling us how terrible his houses were, how much it would

almost cried. This is heaven, I thought.

"Later, much later, I learned the truth about the wonderful welcome. All those people were members of the Fair Housing Council who lived nearby. And the reason they kept coming to the house was that they wanted to be on hand in case of trouble. As one gentleman told me, 'Mrs. Robinson, we saw what happened to the Baker family in Folcroft, how the neighbors hounded them. We just wanted to make sure that wasn't going to happen here.' "

Although the welcome was less than spontaneous, there was a minimum of trouble. Nobody threw rocks at the Robinsons. Nobody burned fiery crosses on their lawn. Nobody picketed.

Still, the King of Prussia neighborhood was all-white and it considered the Family Robinson something of a foreign body.

Some neighbors pointedly averted their faces when Harold Robinson walked the street. Occasionally, children would cross to the other side of the street to avoid coming near the Robinsons' lawn.

"I don't know what their parents had told them about Negroes," Harold said. "Maybe they told them we were something evil. Don't ask me how I felt."

Tony Robinson, who once saw his father humiliated, this time felt prejudice first-hand when some of the neighborhood kids chased him and called him a chocolate boy.

The Robinsons were saddened but not angry.

"One thing we had to remember —most of these white people had never met a Negro except in a menial capacity," Julia said. "They had never lived next to one, nor talked to a Negro except to tell him what to do, what to lift, what to clean up."

ONE FACTOR that helped the Robinsons face down the neighborhood's fear and resentment was that they never expected to be loved.

"We didn't look for red carpets and brass bands," Harold said. "All we wanted was to exercise our rights as Americans to live where we chose. We never asked for affection—but we never made excuses. We don't apologize for being Negroes."

One Sunday morning, Harold recalled, he was painting a section of his house.

"It looked a bit shabby," he smiled. "Well, I wasn't going to let the white people think the neighborhood was falling apart because of me. So, I got out the bucket and brush. The next Sunday, I noticed that two fellows nearby also were painting their houses. Maybe it was coincidence, but . . ."

While Harold was hosing down his car, six weeks after they'd moved in, a man who lived across the street strolled by.

"Hi," said Harold.

"Hi yourself," said the man.

"When you and your wife have nothing better to do one of these days," Harold told him, "why don't you drop in for a beer?"

Half an hour later, the Robinsons' phone rang. The neighbors wanted to know if that night was okay to visit.

"Sure," said Julia, "come right over."

It broke the ice.

"It became a regular routine," Julia said. "One Sunday they'd come to us, the next we'd go over to their house. And we talked. We talked into the wee hours of the morning. They were frank and open and so were we.

"They told us they'd thought of moving out when they heard we were coming because they were afraid. They didn't and they were glad, they told us. We discussed just about everything. We told them that some of our friends had worried that somebody might hurt our sons. They told us, frankly, that they had always thought of a Negro as quite inferior. We discussed all the myths that divide people. We didn't always agree but we always parted friends. We realized that you can't challenge a myth unless you pin down exactly what the myth is."

Some time ago, the neighbor was transferred to Ohio.

But the Robinsons plan to visit them, and the neighbors promised to visit the Robinsons.

"We think we gave each other an education," Julia said. "You can talk about integration and fellowship till doomsday and you won't know what it is until you have lived it."

It was this truth that caused Julia recently to quit her job at the bank and become a field worker with the Metropolitan Philadelphia Housing Program of the American Friends Service Committee. Her job is to provide a bridge between Negro American families who want to move into better houses and agencies which help them do so. She has set up information programs in Philadelphia and Camden.

"I feel very strongly about this," she said. "Perhaps it's partly because I was never interested in fair housing before except as it affected us personally. I feel I owe something."

Julia paused and glanced around the living room.

"This is what I always wanted. A good house. A house with a little foyer and a back entrance so the kids wouldn't have to come charging through the living room when they wanted a dime for the ice

cost us to fix them up, how inferior the materials were. He was very nervous—and so relieved when we pretended to believe him and walked away."

Also, some realtors and owners told the Robinsons they'd be willing to sell—but they were afraid of being boycotted by their neighbors and customers.

The Robinsons' determination began to flag.

"We were getting tired of looking, tired of the evasions, the hypocrisy, the insults," Julia said. "One evening Harold and I reviewed our whole position and concluded we would have to compromise. So we wouldn't have exactly what we wanted, we told each other. So what? But the more we talked, the more we realized that we were not being true to ourselves. We were, in fact, chickening out, we were betraying our dream. And suddenly we knew we had to go on trying.

"Now, one thing has to be understood. I never had my mind set on living in a white neighborhood, regardless. We never thought of ourselves as crusaders. But it so happened that the houses which *were* offered to us were not exactly right for us. Sometimes the school was too far away. Sometimes the street traffic was too heavy. Sometimes the price was too high. We felt it was our right to live where we wanted to live. And when we looked at our two sons, we were ashamed that we even considered backing down."

Photographs by Don Pasquarella

"How wonderful to meet some friendly people . . . " like Scott Krasner, 10, a basketball buddy of Harold Robinson and son Tony, 8.

AND THEN the Robinsons' luck changed.

They are members of the Zion Baptist Church at Broad and Venango Streets. One Sunday, they heard Richard K. Taylor, executive director of the Delaware Valley Fair Housing Council, present a program for those interested in moving to traditionally non-Negro areas.

"We were told about the work of Delaware Valley Fair Housing Council, the many fair housing councils surrounding the Delaware Valley, and the Housing Information Service in Germantown," Julia said. "The council workers are a group of volunteers. Essentially, they scout around for Negroes who want to move and for owners who want to sell properties."

(The Fair Housing Council has since become part of "Project Free," a new coalition of groups dedicated to open housing on the Main Line.)

The Robinsons met with a Fair Housing representative and told her exactly what kind of home they were looking for.

One day, a Fair Housing volunteer, walking through the King of Prussia neighborhood where she lived, spotted an empty split-level house. It had a front lawn and a back yard. It was close to a school. It was within easy distance of a shopping center. It might be what the Robinsons wanted.

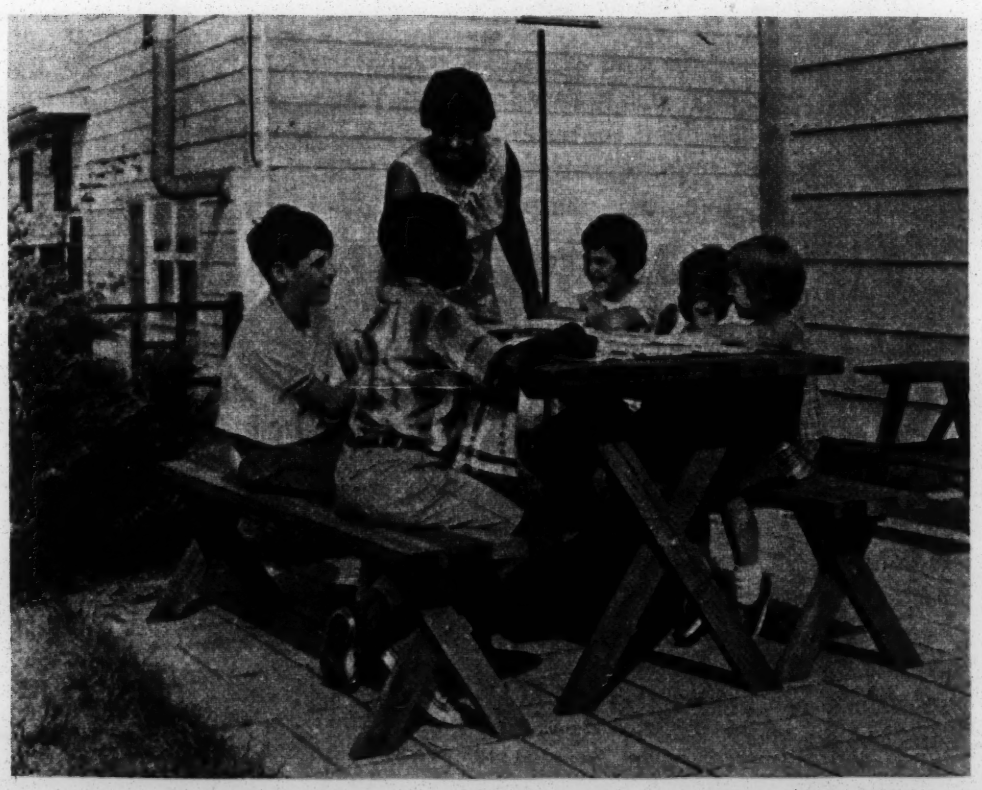
It was.

"We drove up to look at the

Mrs. Robinson Told Her Son: "Some Won't Like You Because You're Brown. Tough. But Others Will. . ."

Don Pasquarella

Challenging the myths: Neighbors Benjamin Love and Harold Robinson.



"You don't know integration until you live it." Children start with picnics on the patio. Mrs. Robinson serves sons Tony and Steven, 3, and Scott Krasner and his sisters: Jill, 7, and Karen, 4.

house on a Saturday afternoon," Julia said. "And I clearly remember thinking to myself, 'How wonderful to know that for once we'll meet some friendly people.' "

There followed an anxious week during which the Robinsons' broker and the broker representing the seller discussed the family's case.

The home's previous owner had been transferred out of the state and his employers had bought the house. Now, the company was eager to sell.

And so, having agreed to the full asking price of $18,500, the Robinsons got set to move into their dream house.

"It sounds simple," Julia said. "But it wasn't."

When word spread that a Negro family was moving in, one neighbor sold his house and fled at once. Some residents went into worried huddles on their well-kept lawns. The rumor got around that the Robinsons were being subsidized by the NAACP to bust the block, that they couldn't really afford the house and would let it run down to the embarrassment of the community.

Quietly, the Fair Housing volunteers went into action. Without preaching, they calmly answered some neighbors' questions about the Robinsons. Meanwhile, several ministers informally soothed jittery parishioners. And various residents of good will urged their friends over barbecued hamburgers to give the Robinsons a chance.

One day last September, the Robinson family moved in.

"The very first day," Julia recalled, "a fantastic thing happened. People called on us in one long procession—white people. One lady asked if she could help us unpack. Another lady wondered if she could do some shopping for me. A middle-aged man came in and said he just wanted to chat. I was so moved, I

cream man. We've got plenty of room — seven rooms in all, and one and a half bathrooms. Steve's bedroom was an awful pink, but Harold painted it green, which looks much better,"

It was a signal accomplishment, Julia said, because Harold was really all thumbs when it came to fixing things around the house.

"Well," said Harold, "you don't mind doing it if it's your own."

They are happy in the house, Harold said. But he has no illusions. Some neighbors have not accepted them and perhaps never will.

"The myth is too deep. They look at a Negro and they don't see anything. They look through you, like an invisible man. And some of them see you all right, but they see you as not quite human. This kind of thing is hard to break down because it was instilled in them when they were kids."

Yet, the Robinsons are not bitter. They have made friends and have seen some suspicions dissolve.

Tony has won several playmates. He is a third baseman on the midget team, and he has done well in school, where he is the only Negro in class. At the end of the last term, his teacher told the Robinsons she wished she had more students like him. "He tries hard for an A, but he doesn't cry in his milk if he gets a B or a C," she said.

From the outset, Julia guarded against the temptation of being overly protective toward her sons.

"I don't want them to hang around the house merely because they might encounter some unpleasantness outside. I want them to face the world openly, the good and the bad."

Once, Tony came home looking downcast because some of the kids in the block had refused to play with him.

"Remember," Julia asked him, "when we lived in North Philadelphia in the old house—did all the kids on that block like you?"

"No," said Tony.

"Did you like all the kids on the block?"

"No."

"Well," said Julia, "it's the same here. It's a fact of life. Some people won't like you, no matter what you do. And some you won't like, for this reason or that. Some people won't like you because your skin is brown. Tough. But others will . . ."

SHE ALWAYS remembered the song in *South Pacific,* the one that says a child has to be taught to hate . . . before he's six or seven or eight.

Harold nodded agreement. Then he chuckled.

"The other day, Steve, our four-year-old, came home blazing mad. He said, 'Aw, Dad, I had a fist fight with Johnny. He's just a colored kid.' "

(Johnny, a neighbor boy, is actually white.)

"But Steve wanted to get back at him, wanted to call him something bad. So he called him a colored kid. He had no idea what it meant. But he must have heard it somewhere."

It would be tragic, said Harold Robinson, if it weren't so funny. ■

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For additional copies, write to
THE AMERICAN JEWISH COMMITTEE
Institute of Human Relations
165 East 56 Street
New York, N. Y. 10022

Introduction

file

Newburke Housing Corporation is a not-for-profit corporation chartered under the laws of the State of Georgia. Its purpose is to engage in the development and construction of a housing project in Burke County, on land provided by the United Presbyterian Church of the U.S.A. The housing project, when completed, will contain rental homes, contractor-built and self-help low-cost housing, recreation facilities, a shopping center, a day care center, and an industrial park, in a low-income, rural county in Eastern Georgia. Newburke Housing Corporation draws its membership from all socioeconomic groups in Burke County, as well as from all voluntary associations concerned with civic improvement in the area.

Sponsor

Newburke Housing Corporation is a not-for-profit corporation with a 25-member board composed of low-income community members, professional persons and elected leaders from the community at large, representatives of the Eastern Georgia Farmers Cooperative, representatives of the Burke County Improvement Association, representatives of the United Presbyterian Church of the U.S.A., and representatives of Boggs Academy.

Boggs Academy, sponsored by the National Missions Board of the United Presbyterian Church of the U.S.A., has continuously provided quality education for the financially and culturally deprived students of the Black Belt area, as well as involving itself in the social, economic, and political development of Burke County. Traditionally, Boggs Academy has been an innovator and leader in educational and noneducational affairs, and has now committed its resources not only to the building of homes in Burke County but to the development of a better life style for the residents of these new homes, by its participation in Newburke.

The purpose of Newburke Housing Corporation is to develop land, provided by the United Presbyterian Church of the U.S.A. National Missions Board, in the following ways: private housing for low-income persons; public rental housing for low-income persons; a shopping center and clinic; a day care center and facility for the aged; a central water and disposal system; recreation areas; streets, gutters and sidewalks; an industrial park; and similar projects desireable to community residents.

Newburke will recieve and administer funds, as may be donated by any private or governmental agency, and will contract and subcontract with any other corporation for the conduct or administration of all or any portion of the activities to be carried on by the corporation.

Southern Rural Project has gained a commitment of $30,000.00 in technical assistance funds from OEO, to be used for this development. Technical assistance has been promised by the following organizations: Georgia State Economic Opportunity Office, Georgia Institute of Technology, Rural Housing Alliance, Southern Rural Project, the United Presbyterian Church of the U.S.A. National Missions Board, and General Electric Economic Development Office for the Southeast Region (Huntsville, Ala.).

Contact with technical assistance groups will be made by the six-member Newburke Planning Committee, the working arm of the Board of Directors. The committee will be intimately involved in the total planning of the whole project, and will make recommendations to the Board of Directors after reviewing the whole program, as well as developing information on the feasibility of each stage of the project.

The Area

Burke County, its 831-square-mile area the largest of any county in Georgia, is located immediately south of the metropolitan area of Augusta/Richmond County. Physical assets of gently rolling land and fertile soil led toward the early establishment of a row-crop agricultural economy, principally in cotton, peanuts and tobacco. The present physical development pattern is still tied to agriculture, though Waynesboro, the county seat, has become a center of non-agricultural employment.

In the county proper, the estimated total population for 1966 was 20,200 persons, with a black population of 66.4 per cent. An estimated 25.9 per cent of these persons resided within urban areas, with populations of 2,5.. or more. The remaining 74.3 per cent of Burke County people-- some 15,000 at least-- lived in rural areas. Burke County is more highly rural than the rest of the U.S.; nationally, only 29.4 per cent of the population resides in rural areas.

Most of the land in Burke County-- 63.3 per cent-- is used for agriculture, primarily cotton, corn, peanuts and truck vegetables. But agricultural employment is declining, as large plantations are mechanized and sharecroppers are displaced. Between 1959 and 1964, 474 farms in the county were merged, abandoned, or put to non-farm use; almost 474 families were out of steady work immediately. Some 31 per cent of the population is still employed in agriculture, as opposed to over 60 per cent ten years ago. White collar employment is 20 per cent; manufacturing employs 15.9 per cent of the total working population, but almost 70 per cent of those working in manufacturing

are women. There is an urgent need for jobs for young workers and male heads of households. The 30 per cent of the work force uncounted has either outmigrated, found jobs in other counties, or is unemployed, with some marginal connection to agriculture.

Of the 4,317 families in the county, 67.4 per cent had annual incomes of less than $3,000.00. Median income per family, not per capita, was $1,855.00. The median income per family for those employed in agriculture is $697.00 per year.

Until the Fall of 1970, Burke County schools had been almost totally segregated; the schools attended by almost all black pupils remained unaccredited, although they were public schools. The median level of education in the county is 6.5 years of schooling, with 39.8 per cent of the population having less than five years, and only 16.8 per cent graduating from high school. Those who do graduate are generally counted among the number who leave the county for good.

Of all the housing units in the county, only 35.6 per cent are owner occupied, and the remainder rent at a median rental of $30.00 per month. Sound housing is somewhat of a rarity: only 27.4 per cent of all homes are considered sound. Sound housing is housing with intact windows, floors, walls and roofs; with electricity, indoor toilets and running water; with heat coming from other than a fireplace or wood cook stove. 72.6 per cent of the housing in Burke County is not sound.

In November, 1969, SRP took a housing survey in the western part of the county, including only those houses classified as deteriorated or dilapidated. A total of 386 families living

in non-houses were surveyed; of that number 147 families were willing to relocate to another area within the county. All families surveyed are of low-income status.

The PLAN

The 271 acre plot of land provided by the United Presbyterian Church of the U.S.A. for this project is eight miles from Waynesboro, and two miles from Boggs Academy. It is about thirty-three miles from Augusta, and six miles from the rural community of Keysville. Newburke Housing Corporation plans to utilize Farmers Home Administration (FmHA) loans to finance the building of approximately 200 homes on the land. Homes will be three or four bedroom models, of concrete block construction or of brick veneer on a wood frame. Houses will sit on lots of approximately one-half acre.

The development will include:

Private housing for low-income families
Rental housing for low-income families
Central water and disposal systems
Streets, gutters, sidewalks and street lighting
Parklands and playgrounds
A shopping center with medical referral clinic and job development center
A day care center
A home for the aged and community recreation center
An industrial park
Land set aside for building churches in the future

Because of the size of the development and the limited cash resources of the Corporation, the work will be accomplished

in phases. The Planning Committee will direct all studies to be made and will present its recommendations to the board before construction begins on each phase.

PHASE I

Phase I will include the preliminary preparation of 10 to 11 acres of land and the building of 15 to 20 homes. The Planning Committee will commence the following studies, and approve the following operations.

. Complete survey work on boundaries. Lay out primary and secondary streets, mark lot subdivisions of about one-half acre each.

. Dig well for central water system, install storage tank, and lay water pipes for first homes. Dig septic tanks for first homes.

. Run in electricity from cooperative rural electric company (lines are about one-quarter mile away).

. Lay out and begin development of playground and park area.

. Begin building the first group of 15 to 20 homes. Some will be contractor-built rental homes, some will be contractor-built private homes.

. Put in streets, gutters and sidewalks. Primary streets will have traffic islands with green planting separating lanes.

. Begin feasibility studies for day care center, shopping center and transportation system.

PHASE II

Phase II will include feasibility studies for further expansion, as well as the building of 40 to 60 new houses. The Planning Committee will commence the following studies, and approve the following operations.

. Complete survey work and make topographical map of 50 to 60 acre area. Lay primary and secondary streets, mark lot subdivisions of about one-half acre each.

. Set aside four plots of land for churches of various denominations, to be built later by the congregations.

. Begin feasibility studies for 60-acre industrial park adjoining; Georgia Institute of Technology and General Electric Economic Development Office have agreed to assist in this development.

. Begin feasibility study for home for the aged and a community recreation center.

. Begin feasibility study of sewerage system and nw water system.

. Run in electricity and water to this area.

. Lay out and develop three playgrounds and park areas for this group of houses. Lay out and develop central ball park.

. Start building the second group of 40 to 60 homes, both private and public-rental.

. Begin construction of day care center.

. Begin construction of shopping center.

. Begin public and private transportation services. School buses are provided by the county, and can be rerouted to serve relocated population.

. Put in streets, gutters and sidewalks.

PHASE III

Phase III will add 80 to 100 houses, and feasibility studies for further expansion. The Planning Committee will commence the following studies, and approve the following operations:

. Complete survey work and make topographical map of remaining acreage. Lay out primary and secondary streets, mark lot subdivisions of about one-half acre each.

. Begin construction of industrial park.

. Build new water and sewage system, incorporating fire protection service.

. Lay out and develop four to five playgrounds and park areas for this group of houses.

. Extend electricity to this area.

. Start building the third group of houses, 80 to 100, both private and rental.

. Complete day care center.

. Put in streets, gutters and sidewalks.

. Put in street lighting throughout total development.

. Extend transportation system.

. Complete shopping center, which will include the following facilities: supermarket, eating places, drug/sundry store, clothing shop, hardware store, ice cream parlor, dry cleaners, laundromat. No bars will be allowed. Facilities will also include a medical and dental referral clinic, tied in with Medical College of Georgia's Comprehensive Rural Health Services Program, with a fulltime R.N. on duty whose salary will be paid by tenants of the industrial park, and also a job referral center working in conjunction with a job training/job orientation program at Boggs Academy. Local entrapreneurs will be encouraged to open the shops [illegible].

in the center.

. Begin construction of home for the aged/community recreation facility.

PHASE IV

By the end of Phase III, all homes will have been completed. Work to be done during Phase IV, with the approval of the Board of Directors, will include the following:

. Complete industrial park.

. Complete home for the aged/community recreation facility.

. Begin paperwork for incorporation of the housing development as a new town.

. Begin and implement plans and feasibility studies for expansion of the community.

RECRUITMENT

Because of the low-income pattern of rural farm and non-farm workers in Burke County, it is almost impossible for low-income residents to build and finance homes, or, improve existing dwellings. However, through financing by Farmers Home Administration, plus the technical assistance of the groups mentioned previously, there will be a positive alternative to living in sub-standard housing. This project will also demonstrate to other areas of Eastern Georgia that such housing projects can raise the self-esteem and self-reliance of the rural poor, and establish positive new relationships between them and the rest of the community.

The typical family participating in the project will have a total annual income of between $3,000.00 and $4,000.00, and a family nucleus of from three to five children still living at home. Preference will be given to families who reside in Burke County, have agricultural employment, have incomes of $3,000.00 or less, have children at home, and hold membership in the Eastern Georgia Farmers Cooperative and/or the Burke County Improvement Association. Families must also be able to meet qualifications for a FmHA or other rural housing loan of a maximum of $7,000.00. A family with an annual income of from $3,000.00 to $1,200.00 will also be eligible for a FmHA loan with a cosigner.

Families will be actively recruited through the Co-op and the Association. A survey of families living in dilapidated housing in the county shows 147 families already willing and eager to move to new homes. With a projected total of 200 new homes, no great difficulty is foresean in filling the project.

Three types of housing will be offered. Public (rental) housing will be built under FmHA 236 rental construction loans, and managed by a non-profit corporation. Private homes will be built under FmHA 502 contractor and FmHA 502 self-help loans, which are "interest credit" loans, to keep purchase prices low. Homes will range in cost from $7,000.00 to $5,000.00 for materials, with monthly mortgage,payments of from $40.00 to $26.00, including taxes, insurance, and principle.

ORIENTATION AND SUPPORTIVE SERVICES

All families moving into the development will have the opportunity to participate in workshops on such topics as the financial obligations of home ownership, FmHA loan requirements, home maintenance, landscaping, and so forth. Those families who will be building self-help housing will meet weekly at Boggs Academy for three months prior to beginning construction for workshop sessions. Families will meet in groups of ten to discuss and accomplish the following:

1) Hold a general meeting to become acquainted with each other and the idea of self-help housing.

2) Discuss and select lots.

3) Discuss financial obligations of home ownership, such as mortgages, interest, taxes and insurance, with a banker.

4) Discuss loan requirements with a FmHA official. Set up group bank account for savings.

5) Consider factors in planning a home, with assistance from the Georgia Institute of Technology Architecture Department. Time will also be available for planning individual homes.

6) Discuss building code requirements with county building inspector.

7) Discuss labor sharing agreements, and decide such matters as hourly value of labor contributions, minimum age of children permitted to contribute labor, and so on. Decide on recording methods.

8) Learn the use of tools and job safety. Classes will be led by a licensed electrician, a licensed plumber, a mason, and a carpenter, and students will all have opportunities to handle tools and demonstrate safety techniques before construction work begins.

9) Discuss maintenance and care of homes, including landscaping

10) Organize the work: select homes to begin first and determine at what point others will be started; line up special talents/skills in each group; determine times each person will be available.

Working in groups of ten families, each family will contribute approximately 1,500 hours of labor, which will be spread over each group of ten houses. Labor exchange agreements will be secured by a second mortgage on the property, with an arbitrary dollar value assigned to the labor of each participant. When construction starts each group of ten families will be under the direction of a job-site supervisor. Skilled craftsmen will be available for special supervision as each group of houses enters a particular phase of construction. Consultants from self-help housing groups such as the Rural Housing Alliance will also be utilized at this stage.

Supportive services may also be available to local businessmen wishing to set up shops in the development shopping center. It is hoped that negotiations will make it possible for such persons to

gain business loans from the Citizens and Southern Bank, and enter the bank's management training program, to develop managerial skills.

The medical service in the center will be open to all residents, and staffed by a R.N. whose salary is paid by those industries located in the industrial park. Services will be mostly of a referral nature, though it is hoped that through the Medical College of Georgia Comprehensive Rural Health Services Program, soon to be funded, regular medical and dental services will be available on a limited basis to project residents, with fees based on ability to pay.

Job development programs, especially keyed to those industries leasing space in the industrial park, will also be available in the shopping center. Services will also include referral to job development/training programs to be held at Boggs Academy.

Other supportive services will be developed and offered as the community becomes organized and residents agree on their needs and how they wish to meet them.

RECORDS, RESEARCH & EVALUATION

Detailed records will be kept of all developmental and research work, in the hope that this project will become a model which can be replicated throughout Georgia and the Southeast. The Planning Committee and the project supervisor will work out methods and means of accomplishing this.

Research to be done will consist in the main of the feasibility studies to be conducted for each phase of project development. After the project is completed, enough data should have

been gathered to make possible the publication of a detailed study on the project. Feasibility studies will be conducted by technical assistance groups and organizations listed earlier, under the direction of and with the approval of the Planning Committee.

An outside agency will be asked to evaluate the project at each stage of development, in an effort to maintain the most efficient allocation of energy and funds. The reports of such an agency will be presented to the board as a whole after the completion of each phase of development, and the Board of Directors and the Planning Committee in particular will discuss trends and methodology noted with the project supervisor. The project supervisor shall be responsible for implementing the recommendations of the evaluating agency and the Board of Directors.

New Careers

Newsletter, Vol.II, No. 1 **Spring 1968**

Instant New Careers

by Frank Riessman

There appears to be some impatience now concerning new careers. Evaluators seem perturbed that full blown new careers programs have not arisen overnight; that teacher aides have not become school principals in less than a year.

Arthur Pearl accurately observes that no real new careers programs exist anywhere; that rather there are only new careers "development" programs. This would seem to be the heart of the question. If there are genuine new careers development programs arising, they should be supported, and an analysis should be made regarding what is required to have them developed fully. If on the other hand the new careers design is being distorted, or simply used as a slogan, this should be exposed.

What is the source of the confusion regarding the advance of the new careers program? Three factors stand out:

(1) There has been no developmental strategy for measuring accomplishments from period to period. Is it sufficient to have obtained legislation in the first year and good administrative guidelines in the second year? Is it meaningful to have established an education and work training structure in several cities whereby nonprofessionals gain necessary education during work time, even though the curriculum may be traditional? Is the development of career ladders in several major institutions, however poorly defined some of the career steps may be, a reasonable advance in the first year of operation? In other words, what is our timetable and what forces are helping us reach our objectives and what forces are preventing it?

(2) The second factor—perhaps a cause of the misunderstanding of the first—is the complexity of new careers systems. Not only must agencies accept the idea of employing untrained workers, but they must develop new job descriptions, career ladders, intra-agency adjustments, and training capability. In addition, educational and training components must be developed, personnel and civil service requirements modified, supportive services provided, funding expedited, new curriculum prepared, and union and pro-

Cont. p.2 col. 1

MOVEMENT

N.C. National Organization

A preliminary conference was held in New York, December 1967, to discuss the possibility of a national organization dedicated to the promotion, protection and support of meaningful new careers in the human services. Conferees were drawn from unions, colleges, federal and local government agencies, voluntary agencies, churches, and emerging organizations of new careerists.

The group heard a discussion of legislative prospects from Peter Edelman, assistant to Sen. Robert Kennedy who has strongly backed the new careers concept. In working sessions the groups hammered out some of the implications of the new careers idea and some of the obstacles which must be dealt with in the future. Those present endorsed a national organization which would propagate and protect quality new careers programs.

A larger meeting is scheduled for June 1968, in Detroit.

The new organization will foster effective collaboration among those employed in new careers, either through existing organizations or in new ones. Over the long run, however, the protection of the interests of new careerists will be in their own hands, not in those of self-appointed protectors.

Careerists Seek Bargaining Power

Support for new careerists comes at an important time. The concern of Social Work Assistants in the Family and Child Services of Washington, D.C. is typical of nonprofessionals who received training without job guarantees under early program guidelines. In a letter dated October 23, 1967 they protest that:

> "Throughout the Nation there are hundreds of job training programs which have come into existence through federal legislation as a commitment to fight the War on Poverty ....It seems totally inconceivable that this War on Poverty has not included....the opening of private and public labor markets

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New Careers

NEWSLETTER

Vol. II, No. 2, Summer, 1968

Kansas Psychiatric Aides Move For Better Service and New Careers

On Sunday, June 20, as the newly created National Council for New Careers was winding up its business in Detroit, an urgent telegram was received from aides of the state mental hospital system in Topeka, Kansas, who were waging a campaign for upgrading, training, and higher wages, all "necessary to decent patient care."

The telegram stated that forty-eight aides had just been suspended from their jobs for staging a "Hospital Improvement Action." To dramatize the state hospital system's failure to provide proper patient care by failing to meet their demands, the recently unionized aides, instead of striking, quietly took over "administrative and clinical control" of eight wards of three Topeka State Hospital buildings. Where one psychiatric aide had previously had charge of from 20 to 67 patients, they now put 60 aides, adjunctive therapists and

Continued on Page 18

New Careerist National Organization

A national organization of new careerists is being organized. Growing out of the New Careers National Council meeting in Detroit in June, the Ad Hoc Committee to Form a National Association of New Careerists, has already made contact with new careerists in over twenty-two cities.

The Ad Hoc Committee has taken on as its first priority the establishment of a national communications system, and the organizing of new careerists throughout the country. Preliminary meetings have been held; organizing efforts have begun in several cities; officers elected -- Edmund Lester, Washington, D.C., Chairman, Heloyes ("Jackie") McKinney, New York City, Administrative Assistant, Mike James, Chicago, Secretary, and Joe Mason, Detroit, Treasurer; and a group of professional advisors appointed.

The Committee's mailing address is P.O. Box 2355, Washington, D.C., 20013, and it is anxious to be in touch with new careerists throughout the country.

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New Careers

NEWSLETTER

Vol. II, No. 3

SPECIAL EDITION
FALL 1968

New Careers in Motion

We are publishing a special issue of the newsletter to share the news of the heightening activity - organizational, movement, and programmatic - of new careers.

In the past several months there has been a sharpening of issues and a broadening of concerns within the entire area of new careers.

Three sets of issues seem to stand out:

- New careers as a strategy for change useful to those both inside the system as well as to groups pressing from the outside.
- New careers as a yardstick and catalyst for other programs.
- Specific demands raised by new careerists as well as a broader population putting forth these demands.

Within the system, the use of paraprofessionals (with built-in training and upgrading) is gaining increased prominence:

- OEO-CAP at the national level is establishing a task force to implement the new grant application requirement for career advancement built into all CAP programs.
- The Employment Service to hire 1,300 "preprofessionals" - their word.
- The National League of Cities, the key nationwide municipal agency, is developing on a citywide basis the feasibility of introducing new careers programs, and the Institute for Local Government has just held a seven state conference to plan for implementing new careers programs.
- The advancement of the new careers legislative and funding base: new sections in the Higher Education, Vocational Education, Housing, Health Manpower, and Vocational Rehabilitiation Acts.

Outside the system, the organizing, use and expansion of the role of paraprofessionals is dominant. Articles below describe new organizing activities of several unions, and the development of local as well as a national new careerist association. In the New York area alone, community education groups are giving paraprofessionals a prominent role - the three decentralized school districts all have extensive paraprofessional program (viz., three paraprofessionals to each teacher in some of the schools in the IS 201 complex). The Title I ESEA program demanded - and won - by the Black Action Committee of Jersey City emphasizes the use of paraprofessionals, and Mayor Lindsay offered money for more paraprofessionals to the Ocean Hill-Brownsville Governing Board if they would settle the conflict in New York's schools.

The essential components of a new careers system - a meaningful job, training built into the work situation, college credit education geared to a career and supportive services to assure work success, all as part of the employer's responsibility - are a powerful yardstick, useful to workers, administrators, and critics alike, to measure and guide other programs. The JOBS Program, for example, incorporates the new careers concept of "job first, training built in," and recognizes the value of varied supportive services, but there has been little apparent planning for anything above the largely entry-level jobs. In the public sector much remains to be done in work with professionals, and the incorporation of new careers in Model Cities, Job Corps, Neighborhood Youth Corps, police agencies etc.

Those already in new careers programs are now, in addition to "bread and butter," demanding meaningful jobs, relevant training, college education while on the job and quickly moving to a degree. Others, not part of so-called "new careers" programs, want in, too - plans to organize all 7,000 antipoverty workers in Los Angeles, the 1% of the total salary package earmarked for training and upgrading in the recent contract won by New York's Local 1199 of the Hospital Workers, and the inclusion of that 1% demand by the Hotel and Motel Workers in their present contract negotiations.

The attention over the past year or two given to the introduction of new careers programs, while by no means to be discarded, is now shifting to the quality of the programs, the character of the service provided to the community, as well as the immediate advantage to the new careerists.

The Editors

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New Careers

NEWSLETTER

Vol. III, No. 1 Winter, 1969

New Careers Leap

A new leap in the level of jobs available to para-professional administrators, administrators of neighborhood health programs, and the New Careers Training Laboratory, NYU, will begin training para-professional Career Development Officers for anti-poverty programs. *Express elevators to new careers might be the theme for today.*

California Programs Implement Careers

In response to Governor Reagan's Executive Order of last July (See Summer, 1968, "Newsletter"), the State Department of Public Health has developed several innovative programs. They have developed new job descriptions, career ladders and prepared a budget to implement the program in the Department's laboratories, health education program, and vector control. Among the many innovative ideas is a non-written entrance examination for the Health Education Aide position, the waiver of college credit requirements in the vector control program in favor of credit for experience, and the proposal in the laboratory program which gives greater weight to on-the-job experience and training, as compared with formal credentials obtained outside of the department.

Dayton Forms Association and Builds Program

As a result of its confrontation with CEP, which it accused of insufficient orientation training, failure to secure jobs, and failure to consult trainees as to what kind of work and program they wanted, the Dayton New Careers program has wrested control of the screening and orientation from CEP. (See Vol. II, No. 6, "Newsletter")

The Black Peoples Employment Committee, formed to deal with CEP's inadequacy, was made up of all CEP trainees, not just new careerists. The Committee succeeded in freezing the CEP program until the problems could be worked out. Now that autonomy in selection and orientation has been established, the new careerists have formed their own group, the Dayton New Careerist Association.

The Association has the full support of two of the new careers project staff, Ron Bailey and Bill Holly, both of whom were actively involved in the negotiations with CEP, and who consider themselves "new professionals," in that they are strongly committed to the new careers idea and the Black community of Dayton.

Bailey, Holly and the Association are creating ways of dealing with typical problems of new careers, both within the hiring agencies and the new careers staff itself.

In dealing with the agencies, the most serious problems have been professional recalcitrance and a lack of adequate preparation of line supervisors in their relationship with the new careerists. In some cases it was found that supervisors had never been given new careerist job descriptions by agency management. Accurate and precise job descriptions have now been written and distributed for every trainee and staff person in the program. The Association has also dealt with the failure of new careerists to be assigned appropriate work. For example, trainees in Housing Inspection were not being taught the housing codes but were doing clerical work. After a few meetings with the Association, they are now doing the work of housing inspectors.

Bailey and Holly are concerned with developing and maintaining the trainees' identification and commitment to the community, a key problem in new careers, since once accepted into the program with the understanding that they can aspire to professional status, new careerists may be more concerned with "making it" and thus lose their identity with the community. Weekly "self-image" sessions are beginning to deal with this problem.

Bill Holly is also working on a proposal for the funding of a neighborhood day care center operated entirely by para-professionals which would have the triple function of providing care for children of new careerists, cultural enrichment and preparation for entrance into the school system, and providing new opportunities for meaningful employment for para-pros. It looks like Bill Holly, Ron Bailey, and the Dayton New Careerist Association have taken the new careers ball and run with it.

In an interview with the Christian Science Monitor, Secretary of Labor George Shultz identified the department's top priority as answering the question, "How can the large number of black citizens and others who have not shared in the bounty of America be brought more effectively into jobs that are useful to society and that have a potential for personal and economic growth?"

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New Careers

NEWSLETTER

Vol. III, No. 2 Spring, 1969

THE POLITICS OF MENTAL HEALTH

The shutdown of the Lincoln Hospital Mental Health Services brought about by para-professional and professional workers on March 3rd brought to the fore central questions of human services.

** The role of the community as program governors, a source of workers, as well as the recipients of services.

** Just what is community mental health? Who is qualified to practice it? How should such a service spend its funds, staff its program? What should be the ratio of psychiatrists, psychologists, community workers?

** What are the politics of change? Can power be given over to a community or must it be taken? Can change be planned with a timetable and recipe or once begun does it take on a momentum of its own?

More than one hundred and fifty workers at Lincoln have joined together, initially protesting the firing of four workers, the arbitrary and unresponsive administration, the lack of meaningful community involvement. A para-professional led "work-in," provided services to the community. After two weeks, however, twenty-three people -- faculty, students, professionals and para-professionals -- were arrested and then seventy suspended. Quickly the struggle moved to broader issues, and came to involve those outside of Lincoln.

** The entire freshman class at Einstein Medical School left their classes to support the action.

** The National Council on New Careers gave support with a public statement, contact with public officials, and financial assistance.

** Local 1199, at first viewing the actions as beyond their area of concern, gave assistance to the action.

** Lincoln workers gained support from and gave assistance to the struggle at Harlem Hospital.

As this issue goes to press the final resolution of the struggle is not yet clear but several things have happened that are unlikely to be turned around.

** The discharged workers will be given a fair hearing.

** The operation of the Lincoln Hospital service will be investigated by city, state and federal officials.

** Community participation, on its own terms, will become a reality at Lincoln and likely throughout the entire Einstein medical complex.

** New working relations among the various members of the program staff will be hammered out, with a new level of participation developed.

** The para-professional workers have taken on the role of the vanguard in this struggle -- pushing the community to take on new responsibility, and the professional service to new responsiveness.

What began at Lincoln as an experiment in controlled change has been caught up in the politics of social action.

NEW IDEOLOGY OF NEW CAREERS

Some striking developments are taking place in the New Careers movement today. **These developments are being powered largely by the new careerists themselves and are being influenced heavily by their relationships to the community and the community control movement.** In essence, they combine a number of elements:

** A radical interpretation of new careers.

** A deep critique of professionalism and credentialism.

** A strong identification with the community and the poor who the para-professionals are seen to reflect and represent.

** A thoroughgoing rejection of racism combined with black identification and pride.

** An egalitarian orientation which rejects many of the ideas of hierarchy.

** A strong criticism of the training systems and general bureaucratic lethargy.

The new para-professionals and their professional advocates are saying:

1) *Don't think of the para-professional as the first step on a ladder toward becoming a professional,* particularly like professionals are now.

2) *Para-professionals offer meaningful service in their own*

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New Careers

NEWSLETTER

Vol. 111, No. 6 Fall, 1969

THE NEW RIGHT -- WHY NO RESPONSE?

There is a new rightism in America, and a strange lack of response.

- Anti-inflationary policies which increase unemployment and place the burden on the poor.
- Welfare reforms which demand that clients work but provide no jobs.
- The Justice Department's anti-integration policies.
- The thinly veiled warnings of the Vice-President of a backlash including prospects to "separate out from society" the dissidents.
- The downgrading of OEO, and the shift away from community action agencies in favor of the state employment service.
- The apparently calculated harrassment of the Black Panthers.
- The punitive approach to peace demonstrators and political commentators in the media.
- No "peace" or "growth dividend" for social investment.
- A "human services recession" with the administration urging Congress to cut funding of programs such as education.
- The continuing failure to execute a massive disengagement from Vietnam.

Despite these and other developments, there has been little vocal and organized opposition. A "divide and conquer" strategy seems to be working. Of course much attention and energy is being devoted to the Moratorium effort but one must seek other possible answers to the absence of an organized opposition -- the Administration's approach to the "silent majority" with appeals to consumerism, the working poor, and the middle-class tax payers revolt; the failures of old coalitions; the distraction from national issues to localism with each group "doing its own thing;" the "low profile" stance of the President which avoids sharpening of issues. (Ed.)

THE TRAINED UNEMPLOYED

Labor Secretary Shultz in his testimony on the administration's new welfare proposals, made clear his commitment AGAINST A PROGRAM WHICH DEVELOPS PUBLIC SECTOR JOBS for those on welfare who will be required to go to work. The following are excerpts from the Secretary's testimony, October 15, 1969, before the House Ways and Means Committee.

> It is not our intent to create jobs in the public sector especially for the hard-core unemployed as a way of solving manpower problems.
>
> It is a fact that our economy has a lot of jobs that pay low wages. We are not going to be remaking the economy in this program. We have to relate to the labor market. We can only put people in the jobs that exist.

NEW PROFESSIONALS: MANY VERSIONS

Human service workers at different levels -- paraprofessionals, young professionals, and students -- are each groping toward a new definition of human service work, and often are ascribing to themselves a new label, "new professional."

In Philadelphia, at the American Public Health Association annual convention, more than 500 persons attended a work session on paraprofessionals in health. The group proposed a series of resolutions (see below) but their central demand was for the nomenclature of "new professional."

At the same time, young professionals -- sharply at odds with the norms of their disciplines -- are challenging the institutions where they work, the professional associations which dominate the field, indeed the very basis of their discipline. *Look* magazine (October 21, 1969), under the title "New Professionals," noted developments in the field of architecture, mental health, the law, city planning, medicine, and -- the clergy. Similar efforts are underway in social work (see story below), higher education, sociology, psychology, political science, and history. Indeed, there are few fields in which challenges are not being made.

And, professionals in training, the students, are not only questioning the training which they are receiving -- how it is done and what it is for -- but they are also demanding that the institution where they are being trained take on new roles and practices. At Columbia University, for example, medical students are supporting efforts of Local 1199 to organize the school's employees. And at Columbia, other medical schools and other professional schools, students (and the community) are insisting that the schools serve the communities where they too often have been isolated islands.

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SENATE COMMITTEE SEEKS AGENCY RESTRUCTURING

In its report on the Economic Opportunity Act, the Senate Committee on Labor and Public Welfare gave strong warning to the Department of Labor that it wanted the new careers program to "become the vehicle for the overdue restructuring of the human service agencies." In particular, the Committee Report emphasized the importance of "upward and lateral mobility for the new careerist, and making a new careers program the vehicle for substantial institutional change."

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Editor Alan Gartner

NEW HUMAN SERVICES NEWSLETTER

INCORPORATING NEW CAREERS NEWSLETTER

Vol. I, No. I Fall, 1970

HUMAN SERVICE EMPLOYMENT UP, DESPITE RISE IN TOTAL UNEMPLOYMENT.

And, the Senate has just passed a massive public service employment bill (Page 2).

TIPS ON WAYS TO FUND A COMMUNITY SCHOOL (Page 3)

HOW TO CORRECT IMMEDIATELY THE CENSUS UNDERCOUNT (Page 4)

COLLEGE PROGRAMS FOR 20,000 HUMAN SERVICE WORKERS

First national survey shows students hold their own in marks, etc.; can get degree in not much longer than full-time students. (Page 4)

A CRITIQUE OF PERFORMANCE CONTRACTING (Page 8)

WHY THE NEW HUMAN SERVICES NEWSLETTER (Page 8)

SPECIAL INSERTS

**NEW CAREERS IN PRIVATE INDUSTRY — Demonstration project shows Higher Wages, Profits . Lower Turnover; Rapid Upgrading

**PARAPROFESSIONALS IN UNIONS WIN BIG CONTRACTS

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NEW HUMAN SERVICES NEWSLETTER

INCORPORATING NEW CAREERS NEWSLETTER

VOL. 1, NO. 4 SUMMER, 1971

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Nonprofit Housing

News

Volume 1, No. 2 May 1971

MAY 13 REC'D

New HDC Advisory Group Scores Restrictive Suburban Zoning

HDC executive directors at national parley.

Over 60 executive directors of housing development corporations from throughout the United States met on March 17th in Washington, D.C. to discuss strategies to open the suburbs for low- and moderate-income housing. It was the first meeting of the HDC advisory committee, which was formed by NPHC, to encourage HDCs to discuss their common problems and work together on solutions.

Richard Bellman, attorney for the National Committee Against Discrimination in Housing, and Herbert Franklin, executive associate of the National Urban Coalition presented an overview of open zoning law. The group then focused on the cities of Stoughton, Massachusetts, and Black Jack, Missouri, where moderate-income townhouses sponsored by nonprofit groups, have been blocked by zoning.

In the case of Black Jack, the community incorporated itself as a city in order to gain the zoning power necessary to block the development. Shortly afterwards, HUD Secretary George Romney called the town's use of zoning unconstitutional, and said that the Justice Department ought to challenge it. But according to Paul Mittlestadt, director of housing for the Interreligious Center for Urban Affairs, the developer of the apartments, the White House said that nothing should be done until an entire "suburban strategy had been developed."

Because Black Jack's reaction is mirrored in many cities throughout the country whenever low- or moderate-income housing is proposed for suburbs, the group felt it was critical for President Nixon to respond to the problem. They drafted a telegram urging the President to authorize the Department of Justice to file suit against Black Jack.

"This will reaffirm the stand of your Administration that blatant cases of housing discrimination will not go unchallenged. . . . We feel that the federal government, not only in the Black Jack case, but in subsequent situations must take forceful and affirmative action, both

Continued on page 4

Regional Seminar Program Opens In Albuquerque and Birmingham

More than 150 representatives of nonprofits attended two regional seminars in Albuquerque, New Mexico, and Birmingham, Alabama, the first of a series of six, sponsored by the Center.

In addition to the Center's staff, featured speakers included: Lt. Governor of New Mexico, Robert Mondragon, Rex Allender, Director of Community Development for Albuquerque, Q. V. Williamson of the Real Estate Management Brokers Institute.

Theodore R. Britton, Jr.

Theodore L. Fleming, Director of Operations of the Minority Contractors Assistance Project told local contractors in the Albuquerque area about bidding procedures, coding and joint ventures. Theodore R. Britton, Jr. HUD Deputy Assistant Secretary for Research and Technology, reminded conference participants that housing managers must be prepared to provide services to specialized groups within public housing, including the elderly, youth, children from broken homes. □

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Nonprofit Housing

News

Volume 1. No. 3 June 1971

Burt Jackson Appointed Head of The Housing Development Specialist Program

Burt E. Jackson

Burt E. Jackson, former Management and Training Officer of Howard University's Small Business Guidance and Development Center, was appointed Director of the Housing Development Specialist Program on May 7. The three-year old program, partially funded by the Ford Foundation, and co-sponsored by the Center and the Foundation for Cooperative Housing, is designed to train specialists to develop the full range of low- and moderate-income housing: from nonprofit sales and rentals to co-operative and limited dividend ventures.

On June 21, the seventh class of the 1971 program will get underway at Catholic University in Washington, D. C. The six-month course consists of intensive eight-week academic training in Washington, with lectures and case studies led by private and governmental housing experts. Students are then assigned to housing organiza-

Continued on page 4

Nonprofit Groups Press For Increased Housing Funding

As the House appropriations hearings on housing opened again in May, witnesses ranging from mayors to individual homeowners strongly urged that low- and moderate-income housing programs be funded at their authorized amount—$400 million for fiscal year 1972. HUD has requested $175 million, each, for Section 235 and 236 for FY 1972. Sixty million dollars were requested for rent supplements, $20 million short of the authorization. The counseling services part of Section 237, established under the 1968 Housing Act has never been funded, and no money was requested this year.

Invited to testify before the Subcommittee on HUD-Space-Science of the House Committee on Appropriations, was Center Executive Vice President, James P. Twomey, who arranged for spokesmen from housing development corporations and counseling groups to accompany him. Because so many of the earlier witnesses had testified on behalf of Section 235 and 236 programs, Twomey concentrated on three other programs designed for nonprofits, which have received little or no budgeting from Congress and HUD.

Twomey endorsed HUD's request of $3 million for Section 106(b), the Low and Moderate Income Sponsor Fund, which grants seed money loans to nonprofits to cover 80 percent of their front-end costs. He also asked for $5 million for Section 903(a), which would allow HUD to subcontract to housing development corporations and other groups to educate potential sponsors on what housing programs are available, and how they work. Section 903(a) was written into the 1970 Housing Act, but has never been funded, and HUD has requested no money for fiscal year 1972.

Marilyn Melkonian, General Counsel of the Washington (D. C.) Housing Development Corporation, told the subcommittee that the federal investment in technical assistance was one of the best ways of getting the most for the housing dollar. Miss Melkonian pointed out that the Washington HDC is now seeding approximately $33 million worth of federally assisted housing, which has generated over $5 million of economic development in the minority community.

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Nonprofit Housing

News

Volume 1, No. 4 July/August 1971

Watson Stresses Housing As Part Of Broad Social Program

Norman V. Watson, HUD assistant secretary for management, makes a point at a meeting of the Center's HDC Advisory Committee to (from left) Alan S. Maremont, Palo Alto, Calif., executive director of the Mid-Peninsula Coalition Housing Fund; Eugene Bowman, president of Interfaith Housing, Inc., Atlanta, Ga.; James P. Twomey, Center executive vice president; and ArDee Ames, executive assistant to Mr. Watson.

"Our problem isn't housing, it's people," Norman V. Watson, HUD assistant secretary for housing management, told 60 HDC directors at the June 25 meeting of the Center's HDC Advisory Committee.

Echoing a concern of the HDC directors that housing programs are increasingly expected to fulfill social needs, Watson said:

"We've been augmenting the housing programs which are already overburdened when what we really need to do is design and fund an environment of social programs, of which housing is only a part."

Many in the group urged more funds for management. As Roland S. Larsen, director of the Interfaith Housing Corp., Springfield, Mass., said:

"Vast numbers of FHA-insured buildings are environmental and management disasters. It isn't a matter of rewriting guidelines or adapting luxury regulations to low-income housing; we're going to need major funds."

Watson acknowledged the cost squeeze nonprofit sponsors face when operating costs rise much faster than incomes, and they cannot raise rents to cover the increase without engendering hostility among tenants.

"We're building for one market and serving another," he said, pointing out that incomes of residents in 236 and rent supplement projects are nearly the same as those living in public housing.

Watson praised the Center and the HDC advisory group's efforts to get the Section 237 counseling program funded in HUD's 1972 appropriations. (Both the House and Senate have approved appropriations for Section 237 counseling. The House-Senate Conference Committee has recommended $3.250 million for the previously unfunded credit counseling part of the program).

Emphasizing the importance of counseling and management, Watson urged the group to plan for them in the earliest stages of the housing project. Good management starts with the setting of realistic rents, and not underestimating taxes, utilities, and maintenance costs, he said. □

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Nonprofit Housing News

Vol. 1, No. 6/7 Oct./Nov. 1971

Special Conference Summary

Nonprofits Oppose Block Grants, State/Metro Housing Agencies

Exhibit area proves popular for "corridor" conferences among delegates.

National Conference Recommends Direct Housing Allowance

—Opposition to proposed block grants for community development and to state and metro housing agencies.

—A debate on an old problem: eliminating racism vs. providing housing now.

—A startling call to make tenant education in the use of housing as important as the provision of housing itself.

These were some of the highlights of the National Conference on Low- and Moderate-Income Housing, October 17-20 in Washington.

Some 600 delegates heard authorities speak on broad problems and considered other issues. But they gave primary attention to HR 9688, the bill introduced by the Democratic members of the Housing Subcommittee on Banking and Currency.

In the end, they voted to oppose some of its key provisions and came up with an alternative of their own.

Rep. Leonor K. Sullivan (D. Mo.), ranking majority member of the Subcommittee on Housing, who headed one of the panels responsible for drafting HR 9688, told the conference that "irresponsible tenants" and deteriorating social patterns are helping to destroy housing for many families. In part she blamed programs which emphasize brick and mortar rather than people and their needs.

"People need to be taught to respect the rights of others, and the sacrifices being made to provide housing," she said in her keynote address to the conference. "If a person doesn't show respect for his neighbor and his shared environment, he should be put out. Until people accept these responsibilities as tenants, we will not solve the housing problem."

The answer, she suggested, lies in effective counseling of tenants. "It seems to me," she said, "that education in the use of housing is equally as important to the disadvantaged family entering a new home as the provision of the housing itself."

Sen. John Sparkman (D. Ala.), chairman of the Senate Subcommittee on Housing, described the bill he is sponsoring, which emphasizes the "building of communities, and not just homes" and taking better care of current housing and community resources. While commending nonprofit sponsors for producing "more than one-third of subsidized multi-family housing," he ex-

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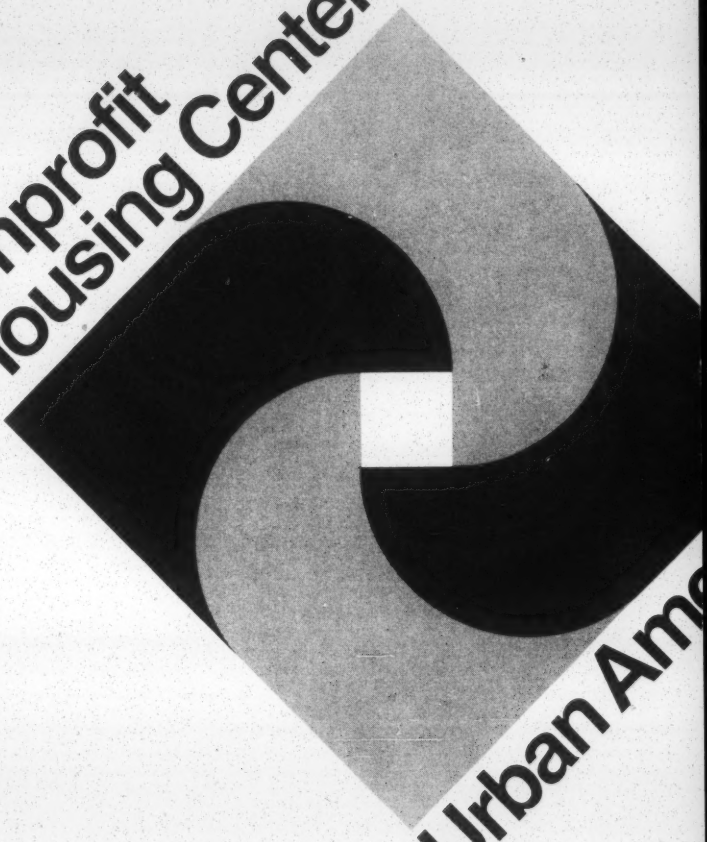

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A PART OF THE COMPREHENSIVE PLANNING PROGRAM

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HOUSING PROGRAM DESIGN:

an initial housing element

October, 1969

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STATE OF SOUTH CAROLINA
HOUSING PROGRAM DESIGN:
an initial housing element

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SECTION I - INTRODUCTION

A DEFINITION OF HOUSING

A house is more than a structure with four walls and a roof. In its humane and broadest sense it is a home for a family located in a safe, sanitary and pleasant living environment. The home consists not only of the structure but the space around it, the neighborhood, and the social and economic community of which it is a part. The home also includes, and is affected by, related public utilities, facilities, and services, open space, transportation, recreation areas and a host of other items.

The home is only one facet or component of an individual's life, but it is intricately linked with other aspects such as employment, education, recreation, health, religion, etc. It directly affects worker productivity and therefore has economic, health and social ramifications. Thus housing is a component of and affects the economic-social condition of the community as well as the individual.

Governor McNair, in an April, 1969 speech before the Carolinas' Council of Housing and Redevelopment Officials, aptly and vividly summarized this when he said

> Housing, of course is more than brick and mortar.
>
> Housing is community and neighborhood, and total environment.
>
> Housing relates to the productivity of the individual, and the overall welfare of the community.

THE STATE'S ROLE IN HOUSING

State Government occupies an essential and unique position in seeking the solution to housing problems and improving the housing situation. In the State rests the authority to provide the legal framework necessary for successful housing and related programs. Its financial and technical resources are greater than that of any local community. It alone has the ability, even mandate, to coordinate and concentrate programs and resources. The State must serve as the catalyst to direct Federal efforts and enlist the abilities and potential of private enterprise in the struggle for better housing.

State Government alone, of course, cannot assume the entire responsibility for the tremendous task of providing a suitable home for every family. Private business as well as Federal and local government also have an essential role and must be utilized to the fullest

extent of their capabilities. The prime responsibility of the State is considered to be twofold: providing the leadership to direct the task and establishing the proper framework in order to structure the task. This responsibility can be achieved by defining the housing situation, specifying the role of State government and its relationship to the responsibilities of the other participants, providing the essential legal authority, assisting in financial matters and stimulating local government and private industry to attack the problems.

As a first step in this housing improvement process, Governor McNair appointed the Governor's Advisory Committee on Housing. This Committee, listed in the Appendix, is chaired by the Lieutenant Governor, John C. West. It includes members from local government, the financial industry, the academic community, the homebuilding industry, and the minority community. The purposes of this committee, which to date has met one time, are to (1) study the housing situation and needs in the State; (2) evaluate the resources of Federal, State and local government as well as that of the private sector of the economy; (3) recommend to the Governor goals and objectives in the area of housing; and (4) suggest an effective program to improve the housing situation. The Committee will be assisted by technical personnel from the Governor's Office, various State agencies and Federal agencies as appropriate.

A more detailed discussion of the State's role in housing and related activities, as well as alternative types of actions which the State may wish to pursue, is presented in a later section of this Housing Element.

HOUSING GOALS AND OBJECTIVES

The Housing Act of 1949 set forth a national goal of "a decent home and a suitable environment for every American family." The State of South Carolina also feels strongly about the achievement of this goal. Governor McNair, in the speech to the Carolinas' Council of Housing and Redevelopment Officials, stated that "basic to the needs of everyone is a decent place to live." As an expansion of this concept, he said,

> we must provide our people with the type of social, educational and health environments which will permit every individual to achieve his fullest potential.

He continued by emphasizing that the State is

> looking beyond simply the construction of houses for those who cannot afford them.

> We are looking at the total housing needs of our people, and how it must be coordinated with the growth planning of a community.

The State Government to this date, however, has not attempted to precisely define or quantify its role and its goals in housing matters. This can only be done intelligently after a more thorough analysis of the existing situation in housing in the State and the evaluation of the resources available to combat the multitudinous problems affecting housing. A prime responsibility of the Governor's Housing Committee will be to recommend to the Governor meaningful housing goals as well as a realistic quantification of how and when these goals can be attained.

THE DISADVANTAGED

State housing goals and objectives, as well as programs to improve the quality and increase the supply of housing, must of necessity be appropriate and of assistance to all individuals in the State. However, special emphasis in the development of programs to meet the goals and objectives must be given to those segments of the population which, because of various factors, find it difficult to secure adequate housing in the open market. These disadvantaged include the black, low income, handicapped, aged, and lower middle income. Particular attention and emphasis in the preparation of this Housing Element has been -- and later in the implementation stages will be -- given to defining and meeting the needs of these segments of the population.

Those who cannot afford a suitable home are primarily families whose incomes are insufficient. Insufficient income can be caused by, or be the result of, no source of income because of the inability to work or unemployment; or, low or insufficient income due to underemployment, seasonal employment, insufficient retirement, disability and/or unemployment compensation and welfare assistance. The inescapable fact is that those persons and families who have insufficient incomes, for whatever reasons, cannot usually afford a suitable home. Thus, suitable housing for low-income families will almost surely require a certain amount of financial and technical subsidy.

There are also factors other than income which frequently make it difficult for some families to obtain suitable housing. The most significant of these factors include discrimination because of racial or other characteristics. Families with special or unusual age and size characteristics are also frequently at a disadvantage in the open housing market. Persons with handicaps also find it difficult to secure suitable housing at a price they can afford. In addition, there is generally an inadequate selection of housing choices, including number, types and styles, available to these disadvantaged

families.

In most instances, families with sufficient income can secure suitable housing. However, it is evident that even these families have a limited selection of housing types and choices from which to select.

SECTION II - THE HOUSING SITUATION

QUANTITATIVE AND QUALITATIVE FACTORS

A tentative definition and quantification of the current housing situation in South Carolina must of necessity begin with the 1960 Census of Housing. Even though it is admitted by those who prepared the Census that it was somewhat inadequate and arbitrary, it is the best -- perhaps sole -- base on which to begin. The following discussion briefly summarizes the major quantitative and qualitative aspects of the State's population and housing situation in 1960. A detailed picture of the 1960 population and housing data by multi-county districts is included in the Appendix.

The following discussion is for background purposes and is not a detailed market analysis. Rather, it presents a general picture of the housing situation as it existed nearly ten years ago. A more up-to-date and definitive analysis of the market situation must be undertaken and is included as a part of the State's housing program recommended by this Housing Element.

Population

In 1960, the State had a total population of approximately 2,382,000, of which a large majority, 1,401,111, resided in rural areas, or places with less than 2,500 population. The 1967 estimate of total population was 2,640,000, with 1,091,000 in urban areas and 1,549,000 in rural. This population represented 603,551 households in 1960 and 661,000 in 1967. The average population per household in 1960 was 3.45 in urban areas and 4.12 in rural areas. The percentage of non-white population changed little between 1960 and 1967, representing 34.9 percent in 1960 and 33.0 in 1967. There was, however, a substantial shift from rural to urban places during this period among the non-white segment of the population. The percentage of non-white population residing in urban areas in 1960 was 28.6 percent, whereas in 1967 it was estimated at 35 percent.

Income

Per capita and household incomes increased considerably during the 1960 to 1967 period. The average per capita income for the State as a whole in 1960 was $1,377, whereas in 1967 it was $2,167. The percentage of households with annual incomes of $10,000 or more increased sharply from 3.2% in 1960 to 18.2% in 1967. Much of the apparent increase in income was due to inflationary factors, although there were bona fide purchasing power gains.

Housing Characteristics

The 1960 Census of Housing reported a total of 678,379 housing

units in the State, with 300,146 located in urban areas and 378,233 in rural places. Of this total, 603,551, or 88.9% were occupied; 275,032 in urban areas of the State and 328,519 in rural places. Whites were living in 71 percent of the occupied dwellings, and non-whites in 29 percent. The large majority of this total, 583,185 housing units, were in the form of single-family detachted structures. This percentage was higher in rural places (93.3%) than in urban areas (89.2%). Multi-family units (three or more) in urban areas measured a scant 4.3% of the total units in the State. Rural multi-family units were even less, 0.295 percent of the total units. Trailers, both those on permanent foundations and mobile, numbered 11,072. The median number of rooms in all housing units was 4.8 for the State as a whole, with the large majority of units having four, five and six rooms.

Housing Condition, Ownership and Occupancy

Fifty-four percent (368,200) of the State's housing units were classified as sound with all plumbing in 1960. This means that more than 310,000 housing units lacked some plumbing facility or were conditionally not sound. The urban percentage of sound housing was much higher, 68.0%, than the rural figure of 43.4%. The large majority of these units were owned by whites. Over eighty-eight thousand of the total housing units (13.0% of the total) were classified as dilapidated; 61,874 of these were in rural places, while 26,635 units were located in urban areas. The major defects found in dilapidated units were no piped water, lack of flush toilet and no bathtub or shower.

Almost twenty-one percent of the State's occupied housing units were classified as overcrowded, that is, an average of 1.01 or more persons resided in each room. This percentage figure amounted to more than 125,000 housing units. The Census of Housing revealed that more than thirty-six percent, or 246,037, of the housing units were built in 1929 or earlier; thus were more than thirty years old in 1960. The majority, 141,580, of these older units were located in rural places. Another 134,512 housing units were constructed between 1940 and 1949. More than 100,000 of the structures built prior to 1939 were occupied by non-whites.

Housing Value and Rentals

Slightly over fifty-seven percent of 345,756, of the State's 603,551 occupied housing units were owned by the occupant. The figure ranged from 60.4% in rural places to 53.5% in urban areas. More than half, 165,732, of the States total 258,476 owner-occupied dwelling units surveyed in the Census, were valued at less than $10,000 in 1960. Of that total, 81,048 were valued at less than $5,000. Median dollar value of all housing units in the State was $7,500; $9,400 in urban areas and $5,800 in rural places. Median

gross rent for the State's 226,882 renter occupied units was $49 a month. The median contract rent in 1960 was $32.

Recent Rural Housing Study Results

In 1966, approximately 1,000 families in ten of the State's northeastern counties were surveyed in an attempt to obtain more information about their economic, social and housing characteristics. The study was prepared by the South Carolina Agricultural Experiment Station, Clemson Unviersity and the results published by the U. S. Department of Agriculture. The major findings of this study, "Characteristics of Human Resources in the Rural Southeast Coastal Plain... with Emphasis on the Poor" are presented below for general comparison purposes with the previous 1960 State data. It is essential to realize, however, that this was a limited sample conducted in only the rural areas of ten of the State's poorest counties. Thus, the study is not representative of the State as a whole and is not intended to portray what has transpired throughout the State since 1960. However, it does present more recent data than is available through the Census of Housing.

The Northeast Coastal Plain of South Carolina is highly rural, with an economy dependent largely on agriculture. Comprising a fifth of the land area of South Carolina, it accounted for more than two-fifths of the total agricultural production in 1966. The area had a 1960 population of 464,000, nearly a fifth of the State total. Florence and Sumter, each with 1960 populations of around 25,000, are the largest towns in the area. Other towns, principally county seats, range from 3,000 to 8,000 in population. These are typically local trade centers that provide farm supplies and services.

Some 254,000 persons lived in rural areas of the ten Coastal Plain counties included in the 1966 study. The estimated number of households was 58,000. About 50,000 households were located in the open country and 8,000 resided in towns and villages of less than 2,500 population. Of the total households, 55 percent were white and 45 percent were non-white. The size of the household, however, was in the reverse proportion. This was due to the larger size of non-white families--an average of 5.4 non-white persons, compared with 3.6 for whites.

Information was obtained from each household on the total income of all members from all sources in 1965, the year preceding the survey. The median family income was $2,733. The 1960 Census of Population reported a median rural family income for the area of $2,346. Thus there has been some income improvement. Even so, family incomes were considerably below the $3,800 median for urban families in South Carolina in 1959.

The median income of $1,748 for non-white survey households was far below the average for the area or any rural residential sector; it was only two-fifths the median of $4,500 for white households. The 1959 median income for all non-white households (both urban and rural) in the Coastal Plain, however, was $1,338. This suggests a substantial improvement in non-white incomes. Much of the indicated improvement was the reduction in non-white households with incomes below $1,000 -- from 40 percent in 1959, down to 27 percent in 1965. Four-fifths of non-white survey households, however, had incomes below $3,000 in 1965.

Nearly all families in the lower income categories lived in single-family detached housing, mostly located in neighborhoods of mixed racial composition. About a third owned their homes; nearly half occupied housing rent free or for services usually associated with sharecropping or farm labor. Less than a fifth paid cash rent; of these, most paid less than $20 a month. Housing was generally poor. Two-fifths of all dwellings were rated dilapidated and an additional two-fifths were deteriorating. Less than a fourth had hot and cold running water, a flush toilet, or a bath or shower.

Most housing in the Coastal Plain study area ranged from 4 to 6 rooms in size. Dwellings occupied by the poor averaged 4.8 rooms, only slightly smaller than the average of 5.2 rooms per dwelling for the area. Due to the larger size of the families, however, a relative overcrowding of population was apparent among households in the lower income groups. Here, the average of 1.3 persons per room was one-half greater than the area average of .8 persons per room.

Summary

Even from this brief analysis, it is evident that South Carolina faces a housing problem of major proportions. The State's housing resources are markedly poorer in quality, quantity and variety than that of neighboring States and the nation as a whole. The problem is closely related to the poverty which afflicts a large number and proportion of the State's population. Non-white families particularly, because they generally have less formal education and lower incomes, are acutely and adversely affected by poor housing. The housing problem is noticeably worse in rural areas. Governor McNair, in the speech before the Carolinas' Council of Housing and Redevelopment Officials, stated that half of the families in the Coastal Plains area of the State lived in sub-standard housing. He continued by saying

> Many of these homes are in the rural, or small-town communities, a far cry from the concentrated urban slums which characterize the national problem.

Our problems are no less serious, however, and perhaps a little more difficult to solve.

LEGAL FRAMEWORK

The General Assembly of South Carolina over the years has passed considerable legislation pertaining to housing and permitting a wide range of activities relating to the creation of new homes and the elimination of slum housing. Virtually all of the legislation is permissive and not mandatory in nature. It is not known at this time how many or what types of groups have been created as a result of this legislaton or what activities they have undertaken.

The following comments are intended to provide a brief resume of the principal segment of this legislation. It does not include, however, a review of the law dealing with numerous related aspects of the home development process such as zoning, subdivision regulations, public utilities, and sanitary facilities, etc. This is not intended to be a complete legal analysis. A thorough legal analysis, as well as investigation of what activities have been taken by various groups, will be required at a later date. This more detailed analysis and investigation is included in the State housing program described in this Housing Element.

Title 36 of the Code of Laws of South Carolina, 1962 is devoted to Housing and Redevelopment. The majority and substantive portions of this legislation were passed during the 1930's. It contains seven general divisions: (1) State Housing Law; (2) The Housing Authorities Law; (3) the Housing Cooperation Law; (4) The Redevelopment Law; (5) Dwelling Unfit for Human Habitation in Municipalities of Over Five Thousand; (6) Investments in Housing Obligations; and (7) Local Provision.

State Housing Law

The State Housing Law specifies that

> it is necessary in the public interest to make provision for housing families of low income and to provide for the elimination of congested and unsanitary housing conditions which exist in certain areas of the State and which are a menace to the health, safety, morals, welfare and reasonable comfort of the citizens of the State. The providing of such housing for families of low incomes and the correction of these conditions in such areas being now otherwise impossible, it

> is essential that provision be made for the investment of private funds at low interest rates, the acquisition at fair prices of adequate parcels of land, the construction of new housing facilities under public supervision in accord with proper standards of sanitation and at a cost which will permit monthly rentals which wage earners can afford to pay and for the gradual demolition of existing unsanitary and unsafe housing.

This section also charges the State Development Board with the responsibility for analyzing housing conditions and cooperating with local officials in the development of housing and related projects. The Housing Law also provides for the incorporation and regulation of limited dividend housing corporations. The purposes of a housing corporation, which may be formed by any three or more citizens of the United States, are "to acquire, construct, maintain and operate housing projects..."

Housing Authorities Law

The Housing Authorities Law provides for the creation of housing authorities and confers upon them numerous powers. Specifically, the law reads:

> (a) in order to promote and protect the health, safety, morals and welfare of the public, it is necessary in the public interest to provide for the creation of public corporate bodies to be known as housing authorities and to confer upon and vest in such housing authorities all powers necessary or appropriate in order that they may engage in low-cost housing and slum clearance projects and (b) the powers herein conferred upon the housing authorities, including the power to acquire property, to remove unsanitary or substandard conditions, to construct and operate housing accommodations and to borrow, expend, lend and repay moneys for the purposes herein set forth, are public objects essential to the public interest.

Provision is made for the establishment of City, County, and Regional Housing Authorities under the Housing Authorities Law. Essentially, all of the authorities have the same powers. The powers of these Authorities broadly include, but are not necessarily limited to (1) investigation of living and housing conditions; (2) acquiring title to real or personal property by gift, grant, purchase, lease

or eminent domain; (3) selling, exchanging, transfering, encumbering and otherwise disposing of any real or personal property; (4) purchasing, acquiring, leasing, constructing, altering, repairing and operating of low-cost housing or slum clearance projects; (5) borrowing of money upon its bonds and the investment of its funds; (6) lending of money to private individuals, firms, governments for the purpose of making repairs or improvements to the borrowers' properties, provided the housing authority shall regulate the rentals, charges, profits and income from the properties to be improved; and (7) assumtion of the duties of planning and zoning commissions if such duties are delegated to them by any government.

Housing Cooperation Law

The Housing Cooperation Law provides the authority for State public bodies to

> do any and all things necessary or convenient to aid and cooperate in the planning, undertaking, construction or operation of housing projects.

Redevelopment Law

The Redevelopment Law reiterates that the existence of blighted areas constitute a serious and growing menace which is injurious to the public health, safety, morals and welfare of the State's citizens. It further provides that the elimination of conditions of blight is a desirable end and that the sale or lease of blighted land for development or redevelopment in accordance with redevelopment plans is a public purpose for which public money may be expended and private property acquired. The legislation also stipulates that "the [Housing] authority may make land in a redevelopment project available for use by private enterprise or public agencies..."

It should be noted that without the power of eminent domain, the purposes of the Redevelopment Law cannot be carried out. In the case *Edens v. Columbia, 228, S. C. 563, 91 S. E. (2d) 280 (1956)* the South Carolina Supreme Court reiterated that eminent domain may be utilized to acquire property for a public use. In defining public use it stated that

> public use implies possession, occupation and enjoyment of the land by the public at large and by public agencies...

However, the Court ruled that private property may not be condemned and then re-sold for private use and development. The Court said

> the due protection of the rights of private property

> will preclude the government from seizing it in the hands of the owner, and turning it over to another on vague grounds of public benefit to spring from a more profitable use to which the latter will devote it.

Thus the precedent set by *Edens v. Columbia* has prohibited the use of condemnation of property for private reuse in South Carolina. "Urban Renewal" in its broadest use, therefore, has not been extensively utilized in the State. However, a State-wide consitutional referendum in 1966 was approved by the voters and appropriate legislation passed to permit individual counties, after a majority vote in favor, to use eminent domain for slum clearance and private redevelopment and to permit condemned land to be resold to private individuals. The counties of Greenville, Spartanburg and York have had special local provisions passed based upon the 1966 amendment to the Constitution which permits them to acquire private property for slum clearance and redevelopment purposes and resell the property to private individuals under certain conditions.

Dwelling Unfit for Human Habitation...

The section of the law on Dwellings Unfit for Human Habitation... states that whenever a municipality determines that dwellings exist which are unfit for human habitation due to dilapidation, lack of ventilation, light and sanitary facilities or other defects and conditions, the municipality may exercise its police power to repair, close or demolish the structures.

Housing Obligations

The Housing Obligations section specifies that financial institutions in the State may make loans and investments eligible for Federal housing insurance, including the Federal Housing Administration, Serviceman's Readjustment Act of 1944 and the Home Owners' Loan Corporation.

Local Provisions

This section on Local Provisions contains local, special acts permitting counties to undertake slum clearance, urban renewal and redevelopment projects in Greenville, Spartanburg and York Counties.

SECTION III - HOUSING PROBLEMS AND OBSTACLES

Any listing and discussion of the primary problems and obstacles relating to housing must at this point in time of necessity be incomplete and preliminary in nature. Very little work of a comprehensive nature at the State level has been done in the area of housing and related subjects. Thus, a major part of the problem and obstacle facing the State Government as it moves into an action program in housing is that the State does not yet know, has not yet defined and simply is not thoroughly informed on the specifics of the housing issue. The specific problems and obstacles inhibiting the provision of a sound and suitable home for all South Carolina citizens can become evident only after a thorough and detailed study and analysis of the issue. Therefore, a major portion of the State Government's initial program as described in this Housing Element is devoted to a description of the studies which can provide a comprehensive definition of the problems and obstacles in and related to housing.

The following paragraphs, then, provide only general perspectives on the housing situation in South Carolina.

HOUSING PROBLEMS

Substandard Housing

In 1960, 310,000 housing units in South Carolina (about 46% of the total units in the State) were classified as substandard. These units lacked one or more essential plumbing facility or were not structurally sound. Of this total, 88,509 were dilapidated and another 144,537 were deteriorating. Substandard housing was a universal problem found in every geographic area of the State. However, there was a close association between improved or better housing conditions and the processes of urbanization and industrialization. Counties in which the State's three largest cities are located all had greater than 65 percent of their total housing units classified as sound with all plumbing facilities in 1960. The following rural counties, by contrast, had about thirty or less percent of their housing units classified as substandard: Lee, Clarendon, Williamsburg, Jasper, Calhoun, and McCormick.

It is estimated that in 1969 there were still approximately 300,000 housing units in the State which could be classified as substandard or undesirable homes in which to reside. This estimate is not based on any study or analysis which has been conducted, but rather on the assumption that as many homes have become unsuitable between 1960 and 1969 as have been newly constructed or rehabilitated. Thus, numerically at least, the State's substandard housing situation has probably remained virtually unchanged during the past decade. A detailed study must, of course, be made to determine exactly how many

units are substandard.

Based upon this estimated number of substandard housing units, it can be assumed that there are approximately 1,020,000 individuals, or about 40 percent of the State's estimated 1969 total population, who are affected, adversely, by substandard homes.

Low-income Families Who Cannot Afford Suitable Housing

There are numerous families and individuals in the State who, because of low incomes, cannot afford to rent or purchase sound housing suitable for their needs. The exact cost of housing, of course, varies considerably based upon the characteristics of the family, the quality of the housing unit, the location, etc. Therefore, it is not possible to stipulate a specific income group who do not earn enough to afford suitable housing. However, it is safe to estimate that this is a real problem for a sizable segment of the State's population. Estimates of effective buying income in 1968 listed 27.2 percent of the State's total households with an annual income of less than $2,999. The State has an estimated 691,300 households with an average size of 3.84 persons. Therefore, approximately 723,000 persons are in households in which less than $3,000 is earned each year. Based on these figures, it is safe to estimate that a large majority of this population cannot afford sound housing at current market prices. In addition, 446,000 persons are in households with incomes of less than $4,999 a year. Undoubtedly many of these people also cannot afford suitable housing. A majority of these households with low incomes live in the rural counties which have a high percentage of substandard homes.

Poor Home Environmental Conditions

It is known that there are numerous standard as well as substandard homes in the State that are located in environments which are not safe, sanitary, and healthy. Census information is available on the structural condition and plumbing facilities in housing units, but no data is compiled that indicates how many homes are not in a suitable environment and are not adequately served with public utilities and facilities and therefore may not be healthful. Therefore, it is not possible to make any numerical estimates. Data relating to these conditions is badly needed.

Poor environmental conditions are especially prevalent for mobile homes or trailers. Many of the mobile homes in the State are semi-permanently located in parks, but others are found in small numbers clustered together or individually. The presence of mobile homes is especially common near the State's military institutions in Columbia, Sumter, Charleston, Beaufort and Myrtle Beach.

Inadequate environmental conditions in the State are a problem from both the quantitative and financial aspects. It can be very costly in many situations to correct poor environmental conditions. Frequently, the moral, legal and financial obligation for improving these conditions rests with the local governmental entity. This can often present serious financial problems because of the burden it places on the resources of the local community.

Unavailable Housing for the Low Income

In addition to the fact that many low-income families cannot afford sound housing, it is evident that in many localities of the State there is simply not enough sound housing available for low-income families.

It is especially difficult for the private sector of the economy to provide housing for the low-income. Therefore, public or semi-public bodies frequently attempt to fulfill this role. However, neither the private nor public sector of the economy has been able to construct or rehabilitate sufficient sound housing units to meet the needs of all or perhaps even a majority of the low-income families in the State. Thus, there is a drastic shortage of suitable housing available to low-income families in the State and sufficient new or rehabilitated low cost housing is not being built by either private developers or public and non-profit entities.

A recent check indicated that there were about 8,000 public housing units in the State available to low and moderate-income families. These 8,000 units represent slightly more than 1 percent of the total estimated number of housing units in the State. Public housing, more often than not, is not available to the very low-income families or those who have unusual family characteristics such as the elderly and the large family. The City of Columbia's Housing Authority has a waiting list for public housing of approximately 3,000. A knowledgeable Federal Housing Administration official familiar with the area claims that if there are 3,000 families who know the procedure for getting on the waiting list, there are at least that many more eligible families who do not know how to apply but need low cost housing accommodations. Non-profit housing corporations have not provided very many housing units for low and moderate income families either.

Housing Removals

No accurate data is available to quantify the extent and location of housing removals in the State. However, this is considered a problem of considerable proportions. As might be expected, housing removals have particular impact on low-income families who find it difficult to secure housing of any description after being evicted.

Some housing removal occurs as a result of natural causes such as fires and structural deterioration. However, public actions dictate the removal of numerous homes. These public actions include highway construction and improvements, urban renewal projects for both public and private re-use, and police power actions such as demolition or condemnation of houses in poor condition. The majority of "Urban Renewal" under Federal legislation which has been undertaken in this State has resulted in the condemnation of low cost homes and replacement by non-residential uses. Numerous low-income families have been affected by these public projects because the location for projects is frequently based on the joint criteria of acquiring low cost land and accomplishing slum clearance in one action.

These statements, of course, are not meant to condemn public projects or the rationale on which they are based, but rather, to illustrate that they frequently have an impact on removing the supply of housing available to the low-income.

Household Formations Have Outstripped Available Housing Supply

There has been a rapid and significant increase in household formations since 1960 in the nation as well as South Carolina. Nationally, and in South Carolina, this has been the result of the "war babies" coming of age and establishing families. In addition, in South Carolina there has been a significant amount of population in-migration, especially among young couples, which has also increased the rate of household formations.

The growth in household formations in the State has probably not been matched by a corresponding increase in housing units. This has made competition for available homes particularly keen and perhaps artificially raised the price of housing. This situation has a particularly adverse effect upon the State's low-income and black families.

Migration to the State's Urban Areas

There has been considerable population migration to the State's urban areas in recent years, particularly since the early 1960's. This migration has been the result of both in-migration to the State and the movement within the State from rural to urban areas. It has particularly affected the cities of Columbia, Greenville, Charleston, Spartanburg, Florence and Darlington and has resulted in the concentration of much of the demand for housing in these urban areas. This has probably resulted in an artificial increase in the cost of housing in urban areas. This has particularly and adversely affected the low-income segment of the population. The migration to urban

areas may create a surplus of sound housing units in rural areas that will not be filled because there is no effective demand or low-income families cannot afford the sound housing. Conversely, it probably serves to create a shortage of housing in urban areas.

This migration phenomenon often distorts State-wide housing statistics and creates unusual situations in some geographic portions of the State. Thus State-wide statistics cannot be totally relied upon to present a complete picture of the housing situation.

Limited Choice of Housing

There is a very limited choice of housing types and environments for both the low-income disadvantaged and those who can afford sound housing. Although this is certainly not as serious a problem as some of the others mentioned, it does create personal dissatisfaction and related community problems. Related problems may include expensive and time-consuming transportation between home and job, expensive installation -- or in some instances lack of -- public utilities and services, lack of proper open space and commercial facilities, etc.

Even for those who can afford to pay for good housing, the following types of housing and home environments are scarce or non-existant in the State: group, garden apartment, or bona fide town-house developments for rent or purchase under co-operative or condominium arrangements; "downtown" single-family or group living accomodations; second-home, vacation or retirement housing.

It is estimated that only 50 percent of the State's population could be described as the "typical" four or five member family in the child-rearing ages. Thus only about half of the population have need of or desire the "typical" majority of homes which are being built in the State: single-family, detached home in the suburbs.

HOUSING OBSTACLES

Inadequate Information About Housing and the Housing Market

There is a serious scarcity of information about the trends in housing since 1960 and the current housing market situation in the State and its subdivisions. Accurate information about the present status of housing and historical trends must be matched with current population statistics quantifying the demand for housing and the expendable housing income. This quantification of the housing and population situation is a prerequisite to the development of a realistic and meaningful program to improve housing in the State.

Authority, Limitations and Results of Legislation Relating to Housing Is Not Known

Considerable legislation pertaining to housing has been enacted by the State General Assembly. The exact authority and limitations of these laws, however, are not known at this time. In addition, the extent and nature of organizations and activities which have occurred as a result of the State's laws is not known.

A thorough understanding of the existing laws, organizations and activities is essential in order to properly formulate legislation comprehensive enough to permit the accomplishment of objectives established by the State. In some instances, not only the legislation but the judicial interpretation of the statutes will also be required.

State Goals and Objectives for Housing Have Not Yet Been Established

A concerted effort by State Government to correct the existing housing problem and improve the housing situation is only in the initial, embryonic stages. As a result of the commitment recently announced by Governor McNair, the newly appointed Governor's Committee on Housing chaired by Lt. Governor West and this Housing Element, an approach designed to improve housing conditions in the State is being formulated. As a part of this process, goals and objectives will be established in their proper timing and procedural sequence.

At this point in time, goals and objectives of only the broadest nature have been established because of the lack of considerable basic information. However, as the results of studies relating to other elements of the housing program -- particularly quantitative data about the current housing and market situation -- become available, more specific goals, objectives and timetables can be delineated.

Existing Legislation is Probably a Barrier to Improving the Housing Situation

Although a thorough examiniation and analysis of the State's legislation and court interpretations pertaining to housing has not yet been made, it is felt that they present some serious obstacles to meeting the housing goals of the State. Perhaps the most obvious shortcoming eminating from the lack of legislation is the very limited use which can be made of "Urban Renewal" for redevelopment of publically condemned property by private individuals. So far as known, South Carolina is the only State which has such a narrow interpretation of the urban renewal condemnation process. The lack of comprehensive urban renewal authority restricts many localities in the State from participating in numerous Federal financial assistance

programs such as Model Cities, etc.

Lack of Information About and Sparse Use of Available Federal Programs and Funds

There is a surprising lack of information about and a resultant sparse use of available Federal programs and funds in the State. This lack of information exists in the public, semi-public and private sectors of the economy.

Numberous local public officials in the State are unaware of existing programs and where to obtain information about them. Semi-public groups such as churches and other non-profit associations probably have not extensively participated in 221-D-3 and similar programs because they do not have essential information. Many groups such as this are anxious to assist in furnishing suitable housing for low and moderate-income families but need information and other assistance. Much of the private sector of the economy engaged in developing housing is also unaware of programs to develop low cost housing for the low-income. This is unfortunate because housing builders and developers usually can make about the same amount of profit on their projects even though it is for occupancy by low-income citizens. Low-income citizens themselves rarely are aware of programs which would assist them in obtaining or developing housing for their needs.

The unavailability of information and assistance on low cost housing is partially due to the fact that State Government heretofore has not given this a very high priority. The State has neither developed sufficient expertise nor adequate personnel to promote low cost housing programs and stimulate groups to take appropriate action.

Lack of Programs and Funds for Rehabilitating Housing for the Low-Income

Frequently, it is more economical and socially practical to rehabilitate substandard homes rather than demolish the existing structures and attempt to build new ones. Families living in substandard homes and poor residential environments frequently prefer to remain in their familiar surroundings and improve their house and neighborhood rather than move -- even if the move is to a new house. It is often more satisfactory to rehabilitate existing housing and improve the neighborhood by installing paved streets, public utilities such as water, sewer and gas, creating open space and providing better public services.

Unfortunately, however, it is frequently difficult, if not impossible, to properly rehabilitate housing and neighborhoods because of

the lack of either public or private programs and/or funds for this purpose. Some communities in other States have been able to convince private financiers that investments for rehabilitating houses and neighborhoods are both desirable and attractive. This has been done primarily in middle or high income neighborhoods. More programs and/or funds to make possible rehabilitation in low and moderate-income neighborhoods are needed.

Relatively High Cost of Construction and Financing

The higher interest rates and construction costs which have occurred during the past few years as a result of inflationary trends, have made it extremely difficult for low and moderate-income families to secure suitable housing. Because housing is one of the most sensitive segments of the economy, it is one of the first to be adversely affected by inflation and a "tight money" situation. In addition, low cost housing is normally the most vulnerable and hence first hit by any decline in new housing starts. Financiers have also restricted their investments in housing during the past few years and sought more attractive and stable markets. Also, interest rates on money which is available have been much higher; resulting in much higher and in some instances prohibitive housing payments. All of this combined has resulted in fewer housing starts for the low income during the past few years. Thus the numerical gap between low-income family housing needs and the available amount of suitable housing is probably widening.

Measures must be developed at the Federal, State and local governmental levels, as well as by private industry and enterprise, which will alleviate the problems caused by these inflationary measures and permit housing for the low-income to be financed more economically.

Private Enterprise Has Not Extensively Participated in Improving Housing

Private enterprise probably holds the key to any success in providing a sufficient number of low cost homes. It is only with their assistance and cooperation that this task can be accomplished. It is unfortunate that the private sector of the economy has not more extensively participated in activities to finance and construct low cost housing and provide a livable home environment. This absence has generally been true -- with the exception of the recent "Operation Breakthrough" proposal by the Department of Housing and Urban Development -- at the national, State and local governmental levels.

The reason private enterprise has not adequately participated is probably twofold: they have not seen the need in this area because government has failed to solicit their assistance and they have been

somewhat negligent in not recognizing the housing needs of the low and moderate income. Methods must be developed by government to more adequately enlist private enterprise in the struggle to improve housing conditions. And private enterprise must develop a conscience which responds to the needs of the disadvantaged as well as to profits.

Inappropriate Local Regulations and Taxation Policies

In many instances inappropriate regulations and/or taxation policies at the local level restrict or hamper the provision and maintenance of suitable housing. These regulations and policies most frequently and drastically affect low-income families. Frequently, land development regulations require unnecessarily high standards which prohibit the economical provision of housing for the low income. Taxation policies are often such that they discourage land owners from making essential improvements to their houses for fear that their taxes will increase. Regulations and taxation policies of this nature often preclude the construction and rehabilitation of homes for the disadvantaged segment of the population.

These comments, of course, are not meant to criticize the development or use of land development regulations and ad valorem taxes, or to infer that they are purposely designed to exclude the low income from the community. Rather, it is to point out the fact that these local governmental policies are very often real obstacles to the provision of suitable housing to every citizen.

Conversely, the absence or failure to enforce building and housing codes frequently serves to diminish the supply of standard homes in a community. If these codes or their enforcement are not present, home owners often permit their houses to deteriorate to such an extent that they are not suitable for habitation. Landlords and individual home owners are frequently negligent in this manner. Enforcement of proper housing codes would improve this situation.

Lack of Prerequisite Programs

Frequently, an obstacle to the provision of adequate housing at the local level is the inability to participate in financial programs for increasing the supply of housing. The local governmental entity, non-profit groups and the private sector of the economy are sometimes restricted in their efforts to construct and rehabilitate housing because certain prerequisite requirements have not been met. Generally, these requirements are specified by some agency of the federal government and are designed to provide sufficient analysis of the situation before moving into the construction stage. This is desirable, even essential, if federal funds are to be wisely utilized.

The absence of a Workable Program and the inability to undertake urban renewal for private re-use are serious problems for some communities in South Carolina. Many communities in the State have a certified Workable Program. But others, who are in need of housing have not met the requirements for the Program or have let their Program lapse. The urban renewal situation in the State has been discussed in an earlier section of this report.

Lack of Personnel

There is a dire need in all areas of the State for qualified personnel to work at the local and multi-county district level in the area of housing and related activities. Securing these types of personnel is a particular problem for the small community with limited financial and personnel resources. Many communities simply cannot afford able town managers, planners, housing and building officials. Thus the community is not able, without outside assistance, to develop and administer essential programs and codes in order to qualify them for federal financial assistance and improve their housing situation. This situation often presents serious obstacles and impediments to communities attempting to improve their housing.

SECTION IV - HOUSING ACTIVITIES BY STATE GOVERNMENT

There are innumerable methods and an infinite variety of means by which State Government can act to improve the housing situation. However, all of these methods and means must ultimately be tested in light of the existing political, economic and social tradition and objectives of the State. Thus, there is no ideal or model actions or programs which would necessarily be appropriate for every State to adopt. And what one State has adopted may not necessarily be desirable for another.

This portion of the Housing Element presents a number of housing programs and activities which have been tried by various States throughout the nation. It is included herein in order to inform State Government leaders and assist them in formulating and structuring an action housing program and approach for this State. The alternatives listed here are by no means definitive, but an attempt has been made to list the major or what is envisioned might be the most productive options available to this State.

Advisory Group on Housing and Related Matters

An advisory group or committee is desirable in order to apprise State executive and legislative leaders of the current status and trends in housing development as well as the housing needs of all its citizens. Ideally, such a committee should consist of professionals and citizens representing the major facets of the housing supply and demand picture situation: financial, home building and development organizations; State, multi-county district and local governments; and various citizen and minority groups.

State Housing Goals and Objectives

Many State Governments have formally or informally articulated or adopted a comprehensive set of goals and objectives pertaining to housing. These goals and objectives, in addition to broad, overall statements such as that made in the Housing Act of 1949, should also incorporate specific definitions of public, particularly State Government's responsibilities. Some State's programs specify timetables for the accomplishment of stated goals.

A statement of goals and objectives, regardless of their degree of specificity, is essential in order to serve as a formal commitment on the part of State government and structure an action housing program.

Legal and Legislative Program for Housing

Many States have established special committees to develop and recommend a comprehensive legal and legislative program for housing

and related development. Some of the committees have been dismissed after preparing the initial program; while others have continued to exist on an informal basis in an attempt to keep up to date with the latest legislation being proposed by other States and various "model" legislative proposals.

Other States have taken a less formal approach in developing a legislative housing program. One approach has been to have the program proposed by the Governor's Office or an appropriate State agency or department. Or, the State's legislative body might develop and propose a housing legislative program.

Regardless of the approach taken, if a State's existing legislative enactments are not comprehensive enough to permit it to achieve its goals, a legal program should be developed.

Technical Assistance About Housing

The State might want to consider the establishment of an office, department or function within the framework of State Government which would provide information and technical assistance to other State departments and the chief executive as well as local governments and interested organizations, groups and citizens. Numerous States have established some form of administrative machinery to deal with problems of housing and community development in a coordinated and continuing manner. Some States have chosen to create cabinet-level departments reporting directly to the Governor to bring housing and development needs to the highest level of their government.

The range of activities and services such a department could perform and the groups it could serve would be almost unlimited. It could serve as the administrative and technical link with local governments in matters of housing and related types of improvements. The department could be the State repository and information center for Federal and all other programs and funds available pertaining to housing and related community development. It could also have the personnel and capabilities to perform market analysis studies of both a state-wide nature and also regional and community analyses. Community planning and administrative services of the broadest nature could also be available in this office.

The above listed functions, of course, are not a complete list of services which could be available in a department or office of housing and development, but they would probably serve as the core upon which others could be added. Some of these additional services might include assistance on related programs such as: Model Cities and Urban Renewal programs; local and regional economic development assistance; multi-State regional development commissions; etc.

Promotional-Education Activities

Formal promotional-education meetings sponsored or conducted by State Government can help in exploring the problems and opportunities in housing with the general public and private enterprise. Such meetings, dealing with all aspects of the housing situation, have been conducted by numerous States. They have served to enlighten and enlist non-governmental and as well as local community leadership in the States' housing programs. The numerous accomplishments acclaimed by North Carolina in this area are considered significant and are included as Appendix III of this report.

Any meetings held should be of a cross-pollination nature. That is, they should serve to benefit both the speakers and the intended audience. In this manner a variety of insights can be gained and the nature of impediments will become evident.

Non-Governmental Participation

In order to overcome housing problems, private enterprise and non-profit groups must be enlisted in this task. These segments of the economy have considerable resources, time, concern and expertise not available in State Government. It should be utilitized to the fullest extent possible. Some States have been able to design their housing programs in a manner which make private enterprise and non-profit groups partners in an action program to improve housing. Usually financiers are an integral part of the State program. One State Government requested that their State brick and concrete masonry associations design and build a permanent demonstration house with at least 1,000 square feet of floor space to sell for less than $10,000. The effort was successful and more than 500 of these homes for low-income families have now been built throughout the State. Other States have made concerted efforts to educate and solicit non-profit groups and institutions to participate in available programs designed to construct and administer housing for low-income families.

Currently, the Federal government is attempting to enlist private enterprise in its "Operation Breakthrough" program to improve housing. This program is concentrating on the development by private industry of model, low cost housing units to be located throughout the nation.

Educational-Training Programs

The educational institutions in most, if not all, States have developed programs for educating and training persons to be employed in the construction, rehabilitation and administration of housing

and related developments. This, of course, is an indirect method of improving the housing situation, but nevertheless an important one.

The educational-training programs designed to improve housing conditions run the gamut; from graduate, university programs in city administration, urban planning, housing and urban renewal and redevelopment to trade programs supplying carpenters, brick layers, painters, etc. A State can be of great assistance to insure that there are a sufficient number of persons in the housing industry by developing programs and training persons for jobs in critical demand. In many instances, the existence of a trained supply of persons to work in the housing and related construction fields will serve to attract industry into the State and raise the income of residents.

Model Building and Housing Codes

Communities in most States adopt and enforce differing, and frequently inappropriate, building and housing codes and ordinances. Some States have contemplated and at least one State has adopted a model building code embodying performance standards for permissive adoption by communities. A state-wide model housing code might also be desirable.

In most States, communities enforce differing and sometimes outdated building codes. This profusion of codes has tended to raise building costs by perpetuating the outmoded and uneconomic use of building materials and building techniques and by restricting the natural play of economies of scale in the construction industry. Higher building costs, in turn, unnecessarily restrict the availability of decent housing for low and moderate-income families.

It might also be desirable for States to assist local communities with the enforcement of building and housing codes by offering or providing inspection services for those who are not able or do not wish to maintain their own inspection departments.

Financial Assistance for Housing and Related Activities

Some States, in order to stimulate housing and related type development, have provided a wide range and variety of direct and/or indirect financial assistance to local communities, public housing authorities and non-profit groups, developers and, in some instances, low-income families. The majority of State assistance programs have been designed to improve housing conditions for its low-income citizens.

An excellent analysis of some of these "financial assistance

programs" is found in the booklet "Agenda for Positive Action: State Programs in Housing and Community Development" prepared by the Housing Staff of the National Urban Coalition. A brief summary of the major programs is presented below.

1. Seed money loans or advances from a State revolving loan fund to cover the cost of the non-profit developers initial, pre-construction activities.

2. Grants for administrative services necessary to the success of the project.

3. Interim financing on construction loans when private construction loans are not available.

4. Below-market-interest-rate mortgage loans using the State's tax-exempt bond status and credit rating to secure funds for financing the loans.

5. Interest free loans to enable non-profit developers to fall within federal cost limitations on low and moderate-income housing.

6. Construction loans to non-profit developers of low and moderate-income housing during periods of tight money.

7. Financial assistance for acquisition and sale or lease of sites at or less than market value when intended for housing for the low and moderate income.

8. Assistance for acquisition and rehabilitation of substandard housing when intended for sale or lease at or less than market value for the benefit of low and moderate-income individuals.

9. Assistance to local communities in order to provide a portion of the required non-federal financial share of federally aided community development programs as well as non-federally assisted projects. Eligible projects in which some States will participate are: urban renewal, demolition of unsafe buildings, neighborhood facilities, open-space land acquisition and day care centers.

10. Rent subsidy programs to pay the difference be-

tween the amount a low-income family can afford to pay and the rents on federally assisted projects.

11. Reimbursement to communities for waiving, in part or whole, real property taxes on housing solely for low or moderate-income families if the abatement makes it possible to reduce rents or provide necessary related facilities and services.

12. The formation by the State of a public corporation designed to: (1) provide down-payment, direct loans and and other assistance to low-income families; and (2) make loans for pre-construction, land development, construction and other costs to developers constructing housing for the low income.

Development Entity with Comprehensive Powers

At least one State, New York, has created a tax-exempt public benefit corporation empowered to initiate and participate in a wide range of community development and housing activities. It is designed to utilize to the fullest extent possible the financial and intellectual resources of private enterprise.

The New York State Urban Development Corporation (SUDS) has the power to undertake residential, industrial, commercial, and urban renewal types of projects, either for sale, lease or other disposition to private investors. It may also construct educational, recreational, and other civic projects for disposition to localities and public authorities. The Corporation has the power of condemnation and, under certain circumstances, may also bypass local planning ordinances and code restrictions. The principal limitation imposed on the Corporation is the statutory criterion which specifies that all projects must fulfill an appropriate and specifically unmet need. The need may be related to an unfilled demand for low-cost housing, a high level of unemployment, or substandard area conditions.

New York has also created another state-wide urban development corporation, CUDNY, with an almost identical mission to that of SUDS. However, its methods are more in keeping with the traditional concepts of the non profit, non-governmental developer.

SECTION V - A STATE HOUSING PROGRAM

This section of the Housing Element is devoted to the development of a comprehensive housing program which should be undertaken and implemented in South Carolina during the next four to five year period. It is, of necessity, preliminary in nature because sufficient factual data is not now available to permit the determination of all the planning activities, implementation actions and coordination measures which should be undertaken. However, this section does stipulate what at this point in time appears to be the essential core programs, activities and actions in housing which must be pursued in order to improve the housing situation.

This section is divided into five parts: background, objectives, planning activities, implementation actions and coordination measures. The background portion presents a brief historical perspective of what has transpired in State Government relative to housing. The objectives sub-section lists some of the specific housing goals the State desires to accomplish based upon the previously identified problems. The planning activities part details those activities which should be undertaken to accomplish the specified objectives and achieve the State's commitments. In the next portion of this section, suggested future implementation actions designed to implement housing programs and ameliorate housing problems are listed. This is followed by a discussion of future coordination and updating measures.

BACKGROUND

State Government in South Carolina has only recently become aware of its role in and obligation for improving the poor housing conditions of its citizens. Although a considerable amount of legislation pertaining to housing in general, and meeting the housing needs of the low income in particular, was passed in the 1930's, very little -- certainly an insufficient amount -- of action has been taken as a result of these laws.

Only in recent years, and specifically within the past year, has the leadership of State Government become sufficiently concerned about the housing situation to begin to analyze the problem and make serious commitments. Governor McNair's speech to the Carolinas' Council of Housing and Re-development Officials in which he declared that "basic to the needs of everyone is a decent place to live" and his subsequent appointment of a Committee on Housing must be considered the initial steps in the journey to improve housing conditions in the State.

Prior to these actions, little work of a substantive nature on housing had been done in State Government. Concurrent with the Governor's actions, however, the State Planning and Grants Division of the Governor's Office was charged with the responsibility of

providing technical assistance to the Housing Committee and for developing the State Housing Element as a part of the overall, comprehensive State planning process.

OBJECTIVES

The following listed objectives must be attained if South Carolina is to mount a substantive attack on its housing and housing-related problems. These objectives are a direct outgrowth of the previous sections of this report, specifically the Housing Situation and Housing Problems and Obstacles sections. Little elaboration on these objectives is made here because subsequent statements in the planning activities and implementation actions portion of this chapter will further exemplify these objectives.

1. Comprehend the past trends and current housing and housing market situation in the State.

A preliminary analysis should be accomplished during the next six months however, a complete understanding may have to wait until after the results of the 1970 Census of Housing.

2. Decipher the existing legislation pertaining to housing and related activities which has been passed by the General Assembly.

This should be accomplished during the next six months.

3. Obtain an understanding of the total home-building process and determine the primary impediments to the provision of sound housing for all the State's citizens.

This should be accomplished during the next ten to twelve month period.

4. Assess the needs and desires of the State's citizens with regards to housing, with particular emphasis on the disadvantaged.

This can be initiated in the near future and will be a continuing process.

5. Determine the role of governmental regulations, codes, ordinances and tax policies in the home-building process. Analyze these governmental policies and actions, as well as possible discriminatory practices, to determine if they are preventing the accomplishment of housing goals and objectives.

This is rather complex in nature and will take an estimated ten to twelve months to accomplish.

6. Prepare a set of comprehensive goals and objectives pertaining to housing and related development in the State. This should be as detailed as possible and adopted by State Government and based upon the previously listed objectives.

This objective should also be completed within the next year.

7. Formulate an exhaustive State housing legislative package for adoption by the General Assembly. This will be designed to stimulate implementation of the State's housing goals and objectives.

This may take from a year to a year and a half to properly prepare and coordinate with legislative members.

8. Establish, within the framework of State Government, the essential expertise and knowledge required to provide technical assistance on housing to local governments, non-profit groups, and private enterprise and the general public.

This will require a period of approximately one year to obtain the required personnel and competence.

9. Formulate a package of State housing aids and programs consistent with a State Development Policy designed to alleviate the identified impediments in the home-building process and stimulate construction of suitable housing for the disadvantaged.

This will require approximately a year to a year and a half to complete.

10. Focus attention on the housing needs, problems and opportunities of the State on a continuing basis by varying methods.

This is a continuing process which will be initiated as soon as practical.

11. Enlist private industry in efforts to improve the housing situation and create a healthy environment for all the State's citizens.

This is a continuing process which will be initiated as soon as possible.

PLANNING ACTIVITIES

The following discussion presents a detailed analysis of the expected and forseeable planning activities which will be required

in order to properly implement the State's objectives specified above. It is envisioned that as these studies, analyses and reports are prepared, the need for additional activities will become apparent.

The planning activities listed below roughly parallel in order and sequence -- but not in number -- the previously mentioned Housing Objectives.

1. Housing Situation Study

To determine the following characteristics regarding owner-occupied, rental, public housing, non-profit sponsored housing and trailers for the State as a whole as well as each of the ten sub-State districts and any other required geographic or political areas: the number, type, condition, plumbing and other facilities, size, occupancy, ownership, cost, monthly payments, rental price, age, overcrowding, location and environmental conditions. This information should be comparable to the 1960 Census of Housing and be available on an annual or bi-annual basis and should cover new construction, rehabilitation and removals.

The Study should be developed in such a manner and be designed so that it can be readily updated at least every two years. It should also specify procedures at both the local and State levels which could be adopted to enable accuracy and ease in updating.

This Study will require the input of housing market analysts as well as State Government personnel. The initial stages of this Study should be completed within six months and will cost in the neighborhood of $5,000 to $8,000.

2. Housing Market Analyses

These analyses will rely upon the information obtained in the Housing Situation Study and will identify the current overall and specific need and demand for housing by type, location, size, ownership-rental characteristics and cost. They should also identify the present as well as estimated future numerical differences between the demand and available supply of housing identified according to the characteristics listed above. Based upon this information, financial estimates of the total cost to construct and/or rehabilitate the required housing units should be made.

The analyses must also, of course, assess the total population by delineated housing market and identify major characteristics such as family composition, size, age, sex, race, income, types of employment and housing desires. Particular emphasis will need to be given to the housing wishes, needs and ability to pay of the State's minorities and disadvantaged. This population information, of course, would be an essential input for and coordinated with the elements listed above.

The Market Analyses will concentrate on the State's prime or major housing market areas. Their preparation will necessitate the assistance of housing market specialists in addition to State personnel. Some major portions of the analysis could be finished within six to eight months after 1970 Census of Housing information became available. Other analyses would need to be done in later years.

3. Legislative Analysis

This analysis would review all State legislation pertaining to housing and housing-related regulations, codes, ordinances and other powers, controls and restrictions. It would identify pertinent laws which present serious economic, administrative, political, social and/or other impediments to the provision of sound housing, particularly to the low and moderate income. The study would also preliminarily identify critical provisions and powers whose absence make the provision of sound housing difficult, expensive or impossible.

An essential part of this analysis is to determine what actions have been taken as a result of the laws which have been enacted. What entities or groups have been created and what actions and activities they have performed since their creation or incorporation will also be a part of the study. In addition, it should be determined the impact on the provision of housing and the functions the entities and groups have performed for various segments of the population.

This study would require private legal assistance as well as that of the State's Attorney General. The analysis described here would be part or phase one of the later described Housing Legislative Program.

4. Home Building Process Study

A thorough analysis and understanding of the home-building process in South Carolina is an essential ingredient for improving the housing situation. Such an analysis would consist of an examination of policies, attitudes, problems, prevailing practices, needs, opportunities and other particulars for all the types of participants in the pre-construction, construction and long-term financing phases of the process.

The prime participants include: State and local governments, public utility companies, market analysts, land owners, surveyors, realtors, banks, savings and loan institutions, mortgage financiers and insurers, attorneys, architects, engineers and site planners, the builders and various sub-contractors and building supply marketers and manufacturers.

This study of necessity will be complex in nature and will

require the expertise of various and sundry public and private specialists. Numerous interviews will be utilized. The analysis will concentrate on identifying and analyzing those elements or steps in the process which are or create impediments and/or tend to unnecessarily increase the cost of housing.

5. Citizen Housing Desires Study

An intensive and comprehensive interview study to understand the housing needs and desires of the State's citizens is imperative in order to structure future efforts to improve housing conditions. Particular emphasis in this interview study will be given to the desires of the State's disadvantaged: the black, low income, handicapped, aged and lower middle income.

Portions of this study process have already begun and portions of it can probably be completed in the next six to eight months. This, of course, will only be phase one of a continuing process.

6. Governmental Policies, Programs and Taxes Analysis

Governmental policies, programs, requirements, regulations, restrictions and taxes have a significant impact on the provision of housing. An analysis of all the factors involved and their influence on the cost, location, types, and availability of housing is badly needed. Emphasis in the analysis will be given to a determination of which programs, regulations, taxes, etc. seriously impede or restrict the construction and/or rehabilitation of housing and needlessly increase its costs. The need for certain programs, such as the Workable Program, which are prerequisites for Federal financial assistance and the adequacy of such programs will be studied also. A list of programs, severe tax policies and lack of programs which prevent or impede improvement of the housing situation will be compiled by county and community.

Preliminary portions of this analysis can be made within a relatively short time, about three months, because substantial information is now available. State personnel could provide much of the work involved in the analysis.

7. Formulation of Goals and Objectives

In the definitive sense, a formulation of comprehensive, detailed State goals and objectives for housing would be the outgrowth of and result from an analysis of all the previously mentioned planning activities. However, a preliminary set of goals and objectives, which would reflect the major problems, needs and desires, could be developed in the very near future. The adoption of goals and objectives, of course, will be the responsibility of the State's elected officials.

8. Housing Legislative Program

A thorough and complete housing legislative program is an

absolute necessity if the State is to improve its housing conditions. Appropriate legal framework is the base upon which much of the State's action housing program is based. The development of this suggested legislative program will require a collection and analysis of what other States have enacted and "model" State housing legislation.

The development of appropriate legislation and coordination with legislative leaders will require considerable State personnel time and private legal services and expertise. It will probably require about a year and a half to complete and must be based on many of the other studies described above.

9. Analysis of Governmental Housing Aids and Programs

A comprehensive understanding of all Federal housing assistance programs by State and local governments in South Carolina is a desired goal. It is also imperative to understand the extent to which they have been utilized and what groups have and have not taken advantage of Federal assistance. The prerequisites to their use and the status of State and local governments in this regard is essential information. Any reservations with regards to the use, fear or inability to use Federal funds should also be determined.

This analysis will consist essentially of two parts, an interview with appropriate Federal officials and discussions with State and local government personnel and private industry.

The results of this analysis will be cataloged in strategic places in the State where it will be available to anyone interested. State Government personnel should develop sufficient expertise to provide technical and other assistance to anyone desiring to utilize Federal assistance.

Some State competence in this area and portions of this analysis is already available. However, by nature this analysis will be of a long-term, continuing nature.

10. State Housing Aids Programs

South Carolina, if it is to actively participate in improving its housing situation, will probably find it desirable to develop some programs of a direct or indirect financial nature to local governments, financiers, developers and perspective home buyers. Numerous States, as presented in the Housing Activities by State Government chapter, are currently providing incentives of a financial nature to increase the supply of housing, particularly for low and moderate-income families.

The formation of a State aids program will require an analysis of what activities other States are engaged in and development of suitable programs for use in South Carolina.

This will require careful preparation, review and approval by both technical State personnel, private attorneys and financial specialists and the State's elected officials. It will probably require about two years to formulate.

11. Educational Activities on Housing Needs, Problems and Opportunities

The State will develop a number of methods designed to educate all levels of government and the general public about the State's housing needs, problems and opportunities. Seminars, meetings, lectures, training programs and possibly a newsletter are envisioned as the primary vehicles which can be utilized to "spread the word" about programs such as Public Housing, 221 D 3 housing, Operation Breakthrough, etc. These activities would be of a continuing nature.

12. Methods to Enlist Private Industry into Housing

Efforts should be initiated by State Government to enlist, to a greater degree, private industry in the struggle to improve housing, particularly for providing low-cost housing for the disadvantaged. Programs have been adopted by other States and have proved very successful. A study to determine how best to enable private industry to more actively participate could be developed primarily from interviews with various key participants in the home-building process.

13. State Technical Assistance

It is imperative that the State employ sufficient personnel with expertise in the field of housing in order to coordinate and supervise the above mentioned analyses and studies as well as provide technical assistance to governmental entities and private and public groups and citizens. These personnel would be located within the framework of State government in a position which would permit them to be aware of housing and related programs and needs of the State.

To a certain extent, the State is already providing technical assistance in housing through the Local Government Coordinator and the State Planning and Grants Division, both in the Office of the Governor. However, the State's competency and personnel in the field of housing must be strengthened in order to permit it to achieve its aims as outlined in the Housing Objective portion of this report. This function, of course, would be of a long-term, continuing nature.

Specific information about the time sequence and cost of the above described elements of the Planning Activities is shown in the Housing Planning Activities Chart on the following page.

HOUSING PLANNING ACTIVITIES CHART

Fiscal Year / Quarter	1969-70 1st 2nd 3rd 4th	1970-71 1st 2nd 3rd 4th	1971-72 1st 2nd 3rd 4th	1972-73 1st 2nd 3rd 4th	1973-74 1st 2nd 3rd 4th
1- Housing Situation Study	$5,000 - 8,000	$1,000 - 2,000		$2,000 - 3,000	
2- Housing Market Analyses		15,000 - 25,000	$5,000 - 10,000	5,000 - 10,000	$5,000 - 10,000
3- Legislative Analysis	2,000 - 3,000	500 - 1,000	500 - 1,000		500 - 1,000
4- Home Building Process Study		10,000 - 15,000			1,000
5- Citizen Housing Desires Study	5,000 - 7,000	2,000 - 3,000	2,000 - 3,000	2,000 - 3,000	2,000 - 3,000
6- Government Policies, Programs and Taxes Analysis	2,500 - 3,000	1,000	1,000		1,000
7- Goals and Objectives Formulation		500			1,000
8- Housing Legislative Program			5,000 - 7,000	2,000 - 3,000	500
9- Governmental Aids and Programs Analysis	1,000	500	500	500	500
10- State Housing Aids Study		5,000 - 7,500	5,000 - 7,500		1,000 - 2,000
11- Educational Activities	1,000	1,000	1,000	1,000	1,000
12- Private Industry Involvement Study		2,000 - 3,000	500	500	
13- State Technical Assistance	6,000 - 8,000	15,000 - 20,000	15,000 - 20,000	15,000 - 20,000	15,000 - 20,000
TOTALS	$22,500 - 31,000	$53,500 - 77,000	$35,500 - 51,500	$28,000 - 41,000	$28,500 - 41,000
Average	$23,750	$60,250	$38,500	$32,500	$31,750
Anticipated Funding:					
HUD	$15,835	$40,165	$25,665	$21,665	$21,165
State	7,915	20,085	12,835	10,835	10,750
Other	3,000	5,000	5,000	3,000	3,000

IMPLEMENTATION ACTIONS

It is very early in the housing program to specify what implementation actions will be taken as a result of the planning activities and identification of needs. The responsibility for implementation of housing programs, of course, rests with the State's elected officials: primarily the Constitutional Officers and members of the General Assembly.

Although it is premature, it is felt that the following programs will be implemented in South Carolina in the next four to five years.

1. Endorse a comprehensive set of goals and objectives for improvement of the housing situation.

2. Establish, within the framework of State Government, an office to provide assistance in the area of housing to all levels of government, private industry, and the general public.

3. Adopt an exhaustive housing legislative program.

4. Enact and finance various State housing aids and programs of a direct and indirect financial nature to local government, financiers, developers and the disadvantaged.

COORDINATION AND UPDATING

This initial housing element was developed by the State Planning and Grants Division which is the agency responsible for the State's comprehensive planning work program. Thus, the State Government's role and responsibilities in the housing field are viewed in terms of their relationship to other State responsibilities and action programs. Procedures for accomplishing this sort of coordination among the several State Government agencies have been established and are being elaborated and strengthened pursuant to Bureau of the Budget Circular A-95.

Because this Division will have a continuing involvement in developing the State's housing action program, inter-agency planning coordination problems will be alleviated. The Division is the State planning agency for purposes of the local planning assistance program, supported in part by 701 funds. The Division is developing similar direct coordination arrangements with the sub-State district organizations, particularly through the project notification and review procedures spelled out in Budget Bureau Circular A-95. This organizational arrangement enables this Division to directly relate its housing planning efforts with those of the various localities of the State. It will thus easily permit

the definition of responsibilities in the field of housing and the assignment of roles among the various governmental entities involved.

The housing element will be revised and up-dated annually as an integral part of the Division's work program design. That program design reflects the Division's long-term approach and objectives and describes the particular studies and activities to be undertaken as a part of its annual work program.

APPENDIX

APPENDIX I

GOVERNOR'S ADVISORY COMMITTEE ON HOUSING

Lt. Governor John C. West, Chairman

Mr. William E. Sellars, President
South Carolina Mortgage Bankers Association

Mr. H. Ciremba Amick, President
South Carolina Bankers' Association

The Honorable H. O'Dell Weeks, President
South Carolina Municipal Association

The Honorable S. M. Forrester, President
South Carolina Small Towns Association

Mr. Charles W. Lawrimore, President
South Carolina Association of Counties

Mr. John R. Folsom, President
South Carolina Savings and Loan League

Mr. Clifton C. Brown, Director
Federal Housing Administration

Mr. Robert A. Darr, President
Federal Land Bank, Columbia

Mr. E. W. Brooks, Director
Farmers Home Administration

Mr. Glynn A. Lindsey, President
South Carolina Home Builders Association

Dr. Wayne T. O'Dell, Director
Clemson University Extension Service

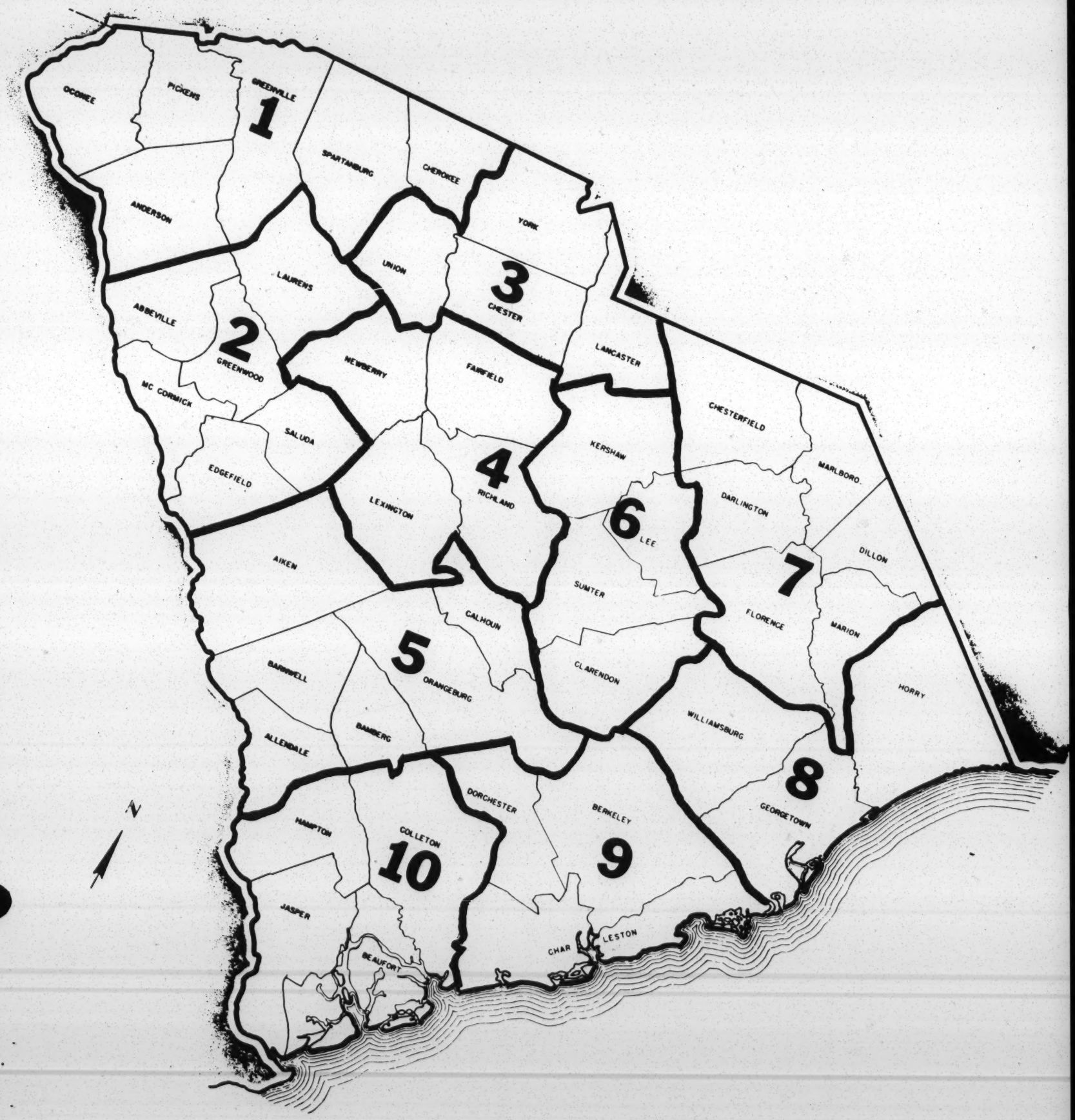
Mr. Isaac W. Williams, Field Director
National Association for the Advancement
of Colored People

The Reverend I. DeQuincey Newman
Chairman and President
Statewide Homes Foundation, Incorporated

APPENDIX II

In March, 1969 Governor McNair signed an Executive Order designating official sub-State districts for the State of South Carolina. The official pattern is shown below.

This report presents a summary of the districts' population and housing characteristics, by County and district.



DISTRICT NO. 1

INFORMATION	ANDERSON COUNTY	CHEROKEE COUNTY	GREENVILLE COUNTY	OCONEE COUNTY	PICKENS COUNTY	SPARTANBURG COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
POPULATION								
Total, 1960	98,478	35,205	209,776	38,563	47,671	156,830	586,523	24.6
Births, 1960-67	15,100	5,900	35,800	6,500	7,600	25,200	96,100	22.3
Deaths, 1960-67	6,500	2,400	13,100	2,500	2,600	10,400	37,500	24.4
Net Migration, 1960-67	-2,100	-500	-4,000	-1,800	1,300	1,400	-5,700	
Total, 1967	105,000	38,200	228,500	40,800	54,000	173,000	639,500	24.2
Percent Change, 1960-67	6.6	8.6	8.9	5.7	13.2	10.3	9.6	
Total White, 1960	79,233	27,735	172,823	35,903	41,400	122,145	479,239	30.9
Male	38,477	13,538	84,367	18,978	20,431	59,493	235,284	30.4
Female	40,756	14,197	88,456	16,925	20,969	62,652	243,955	31.5
Total Non-White, 1960	19,245	7,470	36,953	4,301	4,630	34,685	107,284	12.9
Male	9,207	3,482	17,523	2,087	2,219	16,526	51,044	12.7
Female	10,038	3,988	19,430	2,214	2,411	18,159	56,240	13.0
By Age, 1960								
Under 25	46,015	17,484	100,924	21,217	22,273	74,279	282,192	22.6
25 to 64	45,540	15,129	95,743	16,216	20,422	71,626	264,676	26.8
65 and Over	6,923	2,592	13,109	2,771	3,335	10,925	39,655	26.9
Rural Population, 1960							307,833	22.0
Urban Population, 1960	53,574	15,214	133,638	8,658	10,940	56,666	278,690	28.4

SOURCE: U.S. Census of Population, 1960
Statistical Research Division, State Budget and Control Board
(Other than 1960 Population)

DISTRICT NO. 1

INFORMATION	ANDERSON COUNTY	CHEROKEE COUNTY	GREENVILLE COUNTY	OCONEE COUNTY	PICKENS COUNTY	SPARTANBURG COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
TOTAL HOUSING UNITS	30,083	10,060	64,145	11,757	13,799	45,971	175,815	25.9
Occupied	27,853	9,290	58,916	10,445	12,854	43,314	162,672	26.9
Owner Occupied	17,272	5,482	35,901	6,278	8,427	25,730	99,090	28.7
White	15,873	4,844	33,522	5,822	7,948	23,218	91,227	32.9
Non-White	1,399	638	22,379	456	479	2,512	7,863	11.4
Renter Occupied	10,581	3,808	23,015	4,167	4,427	17,584	63,582	24.7
White	7,334	2,811	16,381	3,591	3,786	12,156	46,059	30.7
Non-White	3,247	997	6,634	576	641	5,428	17,523	16.2
Vacant	2,230	770	5,229	1,312	945	2,657	13,143	17.6
Condition								
Sound W/all Plumb	17,838	4,678	43,847	5,316	8,297	26,280	106,256	28.8
Percent	59.3	46.5	68.4	45.2	60.1	57.2	60.4	54.3
Dilapidated	2,965	1,460	5,036	1,048	1,375	4,786	16,670	18.8
Percent	9.9	14.5	7.8	8.9	10.1	10.4	9.5	13.0

SOURCE: U. S. CENSUS OF HOUSING 1960

DISTRICT NO. 2

INFORMATION	ABBEVILLE COUNTY	EDGEFIELD COUNTY	GREENWOOD COUNTY	LAURENS COUNTY	MCCORMICK COUNTY	SALUDA COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
POPULATION								
Total, 1960	21,415	15,735	44,346	47,609	8,629	14,554	152,288	6.4
Births, 1960-67	3,600	2,700	7,500	8,300	1,500	2,200	25,800	6.0
Deaths, 1960-67	1,600	1,200	3,300	3,000	700	1,000	10,800	7.0
Net Migration, 1960-67	-1,600	-1,400	3,300	-1,000	-500	700	-500	
Total, 1967	21,800	15,800	51,800	51,900	8,900	16,500	166,700	6.3
Percent Change, 1960-67	1.9	0.3	16.8	9.0	3.2	13.5	9.5	
Total White, 1960	14,557	6,581	31,211	33,535	3,311	9,222	98,417	6.3
Male	7,054	3,172	14,972	16,508	1,615	4,553	47,874	6.2
Female	7,503	3,409	16,239	17,027	1,696	4,669	50,543	6.5
Total Non-White, 1960	6,860	9,154	13,135	14,074	5,318	5,332	53,873	6.5
Male	3,160	4,521	6,180	6,725	2,590	2,658	25,834	6.4
Female	3,700	4,633	6,955	7,349	2,728	2,674	28,039	6.5
By Age, 1960								
Under 25	10,487	8,586	20,362	23,430	4,855	7,270	74,990	6.0
25-64	9,063	5,889	20,656	20,686	3,016	5,878	65,188	6.6
65 and Over	1,867	1,260	3,328	3,493	758	1,406	12,112	8.2
Urban Population, 1960	7,983	2,876	21,835	17,535	--	289	50,518	5.1
Rural	13,432	12,859	22,511	30,074	8,629	14,265	101,770	7.3

SOURCE: U.S. Census of Population, 1960
Statistical Research Division, State Budget and Control Baord
(Other than 1960 Population)

DISTRICT NO. 2

INFORMATION	ABBEVILLE COUNTY	EDGEFIELD COUNTY	GREENWOOD COUNTY	LAURENS COUNTY	McCORMICK COUNTY	SALUDA COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
TOTAL HOUSING UNITS	6,262	4,618	13,980	14,082	2,255	4,162	45,359	6.7
Occupied	5,755	3,841	12,619	12,343	1,989	3,746	40,293	6.7
Owner Occupied	3,579	1,999	6,183	7,428	897	2,278	22,364	6.5
White	2,949	1,498	5,193	6,513	653	1,963	18,769	6.8
Non-White	630	501	990	915	244	315	3,595	5.2
Renter Occupied	2,176	1,842	6,436	4,915	1,092	1,468	17,929	7.3
White	1,238	511	4,150	2,628	311	697	9,535	6.4
Non-White	938	1,331	2,286	2,287	781	771	8,394	7.8
Vacant	507	777	1,361	1,739	266	416	5,066	6.8
Condition								
Sound W/all Plumb	2,945	1,682	8,439	6,877	734	1,482	22,159	6.0
Percent	47.0	36.4	60.4	48.8	32.5	35.6	49.9	
Dilapidated	979	1,103	1,769	2,175	477	857	7,360	8.3
Percent	15.6	23.9	12.7	15.4	21.2	20.6	16.2	

SOURCE: U. S. CENSUS OF HOUSING 1960

DISTRICT NO. 3

INFORMATION	CHESTER COUNTY	LANCASTER COUNTY	UNION COUNTY	YORK COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
POPULATION						
Total, 1960	30,888	39,352	30,015	78,760	179,015	7.5
Births, 1960-67	5,500	6,600	5,500	14,100	31,700	7.4
Deaths, 1960-67	2,300	2,300	2,200	4,900	11,700	7.6
Net Migration, 1960-67	-2,300	100	-2,300	-2,000	-6,500	
Total, 1967	31,800	43,700	31,000	85,900	192,400	7.3
Percent Change, 1960-67	3.0	11.0	3.3	9.1	7.5	
Total White, 1960	18,560	28,735	21,123	56,195	124,613	8.0
Male	8,995	14,115	10,233	26,941	60,284	7.8
Female	9,565	14,620	10,890	29,254	64,329	8.3
Total Non-White, 1960	12,328	10,617	8,892	22,565	54,402	6.5
Male	5,908	5,056	4,251	10,875	56,090	6.5
Female	6,420	5,561	4,641	11,690	28,312	6.6
By Age, 1960						
Under 25	15,420	20,400	14,517	40,691	91,028	7.3
25 - 64	12,975	16,507	13,101	33,204	75,787	7.7
65 and Over	2,493	2,445	2,397	4,865	12,200	8.3
Rural Population, 1960	20,952	25,098	19,824	37,783	103,657	7.4
Urban Population, 1960	9,936	14,254	10,191	40,977	75,358	7.7

SOURCE: U.S. Census of Population, 1960
Statistical Research Division, State Budget and Control Board
(Other than 1960 Population)

DISTRICT NO. 3

INFORMATION	CHESTER COUNTY	LANCASTER COUNTY	UNION COUNTY	YORK COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
TOTAL HOUSING UNITS	8,713	10,968	8,346	22,329	50,408	7.4
Occupied	7,975	10,143	7,927	19,894	45,939	7.6
Owner Occupied	4,917	6,003	5,233	11,630	27,783	8.0
White	3,815	5,316	4,385	10,042	23,558	8.5
Non-White	1,102	687	848	1,588	4,225	6.2
Renter Occupied	3,058	4,140	2,694	8,264	18,156	7.0
White	1,477	2,609	1,610	5,097	10,793	7.2
Non-White	1,581	1,531	1,084	3,167	7,363	6.8
Vacant	738	825	469	2,435	4,467	6.0
Condition						
Sound W/all Plumb	4,122	5,706	4,135	12,569	26,532	7.2
Percent	47.3	52.0	49.5	56.3	52.6	
Dilapidated	1,490	1,477	1,158	2,251	6,376	7.2
Percent	17.1	13.5	13.9	10.0	12.6	

SOURCE: U. S. CENSUS OF HOUSING 1960

DISTRICT NO. 4

INFORMATION	FAIRFIELD COUNTY	LEXINGTON COUNTY	NEWBERRY COUNTY	RICHLAND COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
POPULATION						
Total, 1960	20,713	60,726	29,416	200,102	310,957	13.0
Births, 1960-67	4,100	11,600	4,400	33,300	53,400	12.4
Deaths, 1960-67	1,400	3,800	2,200	11,000	18,400	12.0
Net Migration, 1960-67	-2,000	9,000	-900	11,300	17,400	
Total, 1967	21,400	77,500	30,700	238,600	368,200	13.9
Percent Change, 1960-67	3.5	27.6	4.5	18.6	18.0	
Total White, 1960	8,394	50,260	18,982	134,930	212,566	13.7
Male	4,065	24,855	9,377	72,532	110,829	14.3
Female	4,329	25,405	9,605	62,398	101,737	13.1
Total Non-White, 1960	12,319	10,466	10,434	65,172	98,391	11.8
Male	6,095	5,035	5,061	32,102	48,293	12.1
Female	6,224	5,431	5,373	33,070	50,098	11.6
By Age, 1960						
Under 25	11,091	30,212	13,624	104,854	159,781	12.8
25-64	8,005	26,581	12,869	83,664	131,119	13.3
65 and Over	1,617	3,933	2,923	11,584	20,057	13.6
Rural Population, 1960	17,234	33,539	18,545	61,171	130,489	9.3
Urban Population	3,479	27,187	10,871	138,931	180,468	18.4

SOURCE: U.S. Census of Population, 1960
Statistical Research Division, State Budget and Control Board
(Other than 1960 Population)

DISTRICT NO. 4

INFORMATION	FAIRFIELD COUNTY	LEXINGTON COUNTY	NEWBERRY COUNTY	RICHLAND COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
TOTAL HOUSING UNITS	5,652	17,916	9,170	50,761	83,499	12.3
Occupied	4,907	16,178	8,165	46,288	75,538	12.5
Owner Occupied	2,682	11,346	5,320	26,101	45,449	13.1
White	1,626	10,395	4,441	21,114	37,576	13.6
Non-White	1,056	951	879	4,987	7,873	11.5
Renter Occupied	2,225	4,832	2,845	20,187	30,089	11.7
White	789	3,526	1,333	12,167	17,817	11.9
Non-White	1,436	1,306	1,512	8,018	12,272	11.4
Vacant	745	1,738	1,005	4,473	7,961	10.6
Condition						
Sound W/all Plumb.	1,998	10,640	4,794	37,441	54,873	14.9
Percent	35.4	59.4	52.3	73.8	65.7	
Dilapidated	1,384	2,099	1,308	3,503	8,294	9.4
Percent	24.5	11.7	14.3	6.9	9.9	

SOURCE: U. S. CENSUS OF HOUSING 1960

DISTRICT NO. 5

INFORMATION	AIKEN COUNTY	ALLENDALE COUNTY	BAMBERG COUNTY	BARNWELL COUNTY	CALHOUN COUNTY	ORANGEBURG COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
POPULATION								
Total, 1960	81,038	11,362	16,274	17,659	12,256	68,559	207,148	8.7
Births, 1960-67	13,500	2,000	2,900	3,200	2,100	13,100	36,800	8.5
Deaths, 1960-67	4,800	900	1,200	1,100	900	5,000	13,900	9.0
Net Migration, 1960-67	800	-1,300	-1,400	-1,400	-2,000	-3,600	-8,900	
Total, 1967	90,500	11,200	16,600	18,400	11,400	73,100	221,200	9.0
Percent Change, 1960-67	11.6	-1.5	2.1	3.9	-6.6	6.6	6.8	
Total White, 1960	59,700	4,178	7,187	10,004	4,058	27,367	112,494	7.3
Male	29,575	2,031	3,533	4,953	1,959	13,378	55,429	7.2
Female	30,125	2,147	3,654	5,051	2,099	13,989	57,065	7.4
Total Non-White, 1960	21,338	7,184	9,087	7,655	8,198	41,192	94,654	11.4
Male	10,151	3,406	4,496	3,577	4,001	19,812	45,443	11.3
Female	11,187	3,778	4,591	4,078	4,197	21,380	49,211	11.4
By Age, 1960								
Under 25	40,844	6,082	8,789	9,470	6,787	38,038	110,010	8.8
25 to 64	35,762	4,380	6,133	6,886	4,496	25,872	83,529	8.4
65 and Over	4,432	900	1,352	1,303	973	4,649	13,609	9.2
Rural Population, 1960	51,385	8,248	9,972	10,369	12,256	54,707	146,937	10.5
Urban Population, 1960	29,653	3,114	6,302	7,290	--	13,852	60,211	6.1

SOURCE: U.S. Census of Population, 1960
Statistical Research Division, State Budget and Control Board
(Other than 1960 Population)

DISTRICT NO. 5

INFORMATION	AIKEN COUNTY	ALLENDALE COUNTY	BAMBERG COUNTY	BARNWELL COUNTY	CALHOUN COUNTY	ORANGEBURG COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
TOTAL HOUSING UNITS	25,365	3,306	4,690	5,704	3,415	18,602	61,082	9.0
Occupied	21,649	2,857	4,006	4,522	2,926	16,432	52,392	8.7
Owner Occupied	13,691	1,273	2,129	2,252	1,483	8,715	29,543	8.5
White	11,486	875	1,518	1,762	997	5,409	22,047	8.0
Non-White	2,205	398	611	490	986	3,306	7,496	10.9
Renter Occupied	7,958	1,584	1,877	2,270	1,443	7,717	22,849	8.9
White	5,162	405	672	1,102	255	2,629	10,225	6.8
Non-White	2,796	1,179	1,205	1,168	1,188	5,088	12,624	11.7
Vacant	3,716	449	684	1,182	489	2,170	8,690	11.6
Condition								
Sound W/all Plumb.	15,820	1,100	1,674	2,500	1,089	7,307	29,490	8.0
Percent	62.4	33.3	35.7	43.8	31.9	39.3	48.3	
Dilapidated	2,736	983	1,042	1,108	674	2,625	9,168	10.4
Percent	10.8	29.7	22.2	19.4	19.7	14.1	15.0	

SOURCE: U. S. CENSUS OF HOUSING 1960

DISTRICT NO. 6

INFORMATION	CLARENDON COUNTY	KERSHAW COUNTY	LEE COUNTY	SUMTER COUNTY	DISTRICT	DISTRICT PERCENT OF STATE
POPULATION						
Total, 1960	29,490	33,585	21,832	74,941	159,848	6.7
Births, 1960-67	5,800	5,600	4,100	16,600	32,100	7.5
Deaths, 1960-67	2,000	2,300	1,400	4,200	9,900	6.4
Net Migration, 1960-67	-2,800	-1,100	-3,400	-9,200	-16,500	
Total, 1967	30,500	35,800	21,100	78,100	165,500	6.3
Percent Change, 1960-67	3.3	6.6	-3.5	4.2	3.5	
Total White, 1960	9,360	20,222	7,459	39,846	76,887	5.0
Male	4,576	9,919	3,596	20,572	38,663	5.0
Female	4,784	10,303	3,863	19,274	38,224	4.9
Total Non-White, 1960	20,130	13,363	14,373	35,095	82,961	10.0
Male	9,763	6,457	7,114	16,763	40,097	10.0
Female	10,367	6,906	7,259	18,332	42,864	9.9
By Age, 1960						
Under 25	17,737	17,775	12,854	42,827	91,193	7.3
25-64	9,914	13,380	7,572	28,376	59,242	6.0
65 and Over	1,839	2,430	1,406	3,738	9,413	6.4
Rural Population, 1960	25,573	26,743	18,246	44,815	115,377	8.2
Urban Population, 1960	3,917	6,842	3,586	30,126	44,471	4.5

SOURCE: U.S. Census of Population, 1960
Statistical Research Division, State Budget and Control Board
(Other than 1960 Population)

DISTRICT NO. 6

INFORMATION	CLARENDON COUNTY	KERSHAW COUNTY	LEE COUNTY	SUMTER COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
TOTAL HOUSING UNITS	7,119	9,737	5,286	19,748	41,890	6.2
Occupied	6,193	8,344	4,701	17,799	37,045	6.1
Owner Occupied	2,744	5,448	2,115	8,335	18,642	5.4
White	1,681	4,075	1,513	5,612	12,881	4.6
Non-White	1,063	1,373	602	2,723	5,761	8.4
Renter Occupied	3,449	2,896	2,594	9,464	18,403	7.1
White	789	1,499	610	4,849	7,727	5.2
Non-White	2,660	1,497	1,984	4,615	10,676	9.9
Vacant	926	1,393	577	1,949	4,645	6.2
Condition						
Sound W/all Plumb.	2,060	4,507	1,389	10,392	18,348	5.0
Percent	28.9	46.3	26.3	52.6	43.8	
Dilapidated	1,402	1,683	749	2,904	6,738	7.6
Percent	19.7	17.3	14.2	14.7	16.1	

SOURCE: U. S. CENSUS OF HOUSING 1960

DISTRICT NO. 7

INFORMATION	CHESTERFIELD COUNTY	DARLINGTON COUNTY	DILLON COUNTY	FLORENCE COUNTY	MARION COUNTY	MARLBORO COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
POPULATION								
Total, 1960	33,717	52,928	30,584	84,438	32,014	28,529	262,210	11.0
Births, 1960-67	6,200	9,500	6,800	15,500	5,500	6,200	49,700	11.5
Deaths, 1960-67	2,500	3,600	2,200	5,900	2,300	2,400	18,900	12.3
Net Migration, 1960-67	-2,300	-2,100	-1,900	2,100	-2,900	-3,000	-10,100	
Total, 1967	34,800	56,700	33,300	96,100	32,300	29,300	282,500	10.7
Percent Change, 1960-67	3.2	7.1	8.9	13.8	0.9	2.9	7.7	
Total White, 1960	21,210	29,420	16,355	47,934	14,415	14,608	143,942	9.3
Male	10,540	14,241	8,066	23,638	7,007	7,009	70,501	9.1
Female	10,670	15,179	8,289	24,296	7,408	7,599	73,441	9.5
Total Non-White, 1960	12,507	23,508	14,229	36,504	17,599	13,921	118,268	14.2
Male	6,043	11,239	6,847	17,387	8,243	6,658	56,417	14.1
Female	6,464	12,269	7,382	19,117	9,356	7,263	61,851	14.3
By Age, 1960								
Under 25	17,896	28,783	17,668	45,305	17,546	15,577	142,780	11.5
25 - 64	13,451	21,018	11,162	34,191	12,449	11,021	103,292	10.4
65 and Over	2,370	3,122	1,754	4,942	2,019	1,931	16,138	11.0
Rural Population, 1960	28,546	39,826	24,411	53,657	18,611	21,566	186,617	13.3
Urban Population, 1960	5,171	13,102	6,173	30,781	13,403	6,963	75,593	7.7

SOURCE: U.S. Census of Population, 1960
Statistical Research Division, State Budget and Control Board
(Other than 1960 Population)

DISTRICT NO. 7

INFORMATION	CHESTERFIELD COUNTY	DARLINGTON COUNTY	DILLON COUNTY	FLORENCE COUNTY	MARION COUNTY	MARLBORO COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
TOTAL HOUSING UNITS	9,323	13,954	7,902	22,558	8,723	8,025	70,485	10.4
Occupied	8,333	12,803	6,845	20,618	7,612	6,905	63,116	10.5
Owner Occupied	4,692	6,939	2,907	10,528	3,854	3,031	31,951	9.2
White	3,665	5,341	2,200	7,977	2,266	2,146	23,595	8.5
Non-White	1,027	1,598	707	2,551	1,588	885	8,356	12.2
Renter Occupied	3,641	5,864	3,938	10,090	3,758	3,874	31,165	12.1
White	2,143	2,685	2,021	5,002	1,626	1,869	15,346	10.2
Non-White	1,498	3,179	1,917	5,088	2,132	2,005	15,819	14.7
Vacant	990	1,151	1,057	1,940	1,111	1,120	7,369	9.8
Condition								
Sound W/all Plumb.	3,314	6,561	2,596	10,811	3,251	2,617	29,150	7.9
Percent	35.5	47.0	32.9	47.9	37.3	32.6	41.4	
Dilapidated	1,741	1,975	1,341	4,151	1,453	1,299	11,960	13.5
Percent	18.7	14.2	17.0	18.4	16.7	16.2	17.0	

SOURCE: U. S. CENSUS OF HOUSING 1960

DISTRICT NO. 8

INFORMATION	GEORGETOWN COUNTY	HORRY COUNTY	WILLIAMSBURG COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
POPULATION					
Total, 1960	34,798	68,247	40,932	143,977	6.0
Births, 1960-67	6,500	13,500	7,600	27,600	6.4
Deaths, 1960-67	2,200	4,000	2,600	8,800	5.7
Net Migration, 1960-67	-4,200	-3,700	-6,500	-14,400	
Total, 1967	34,900	74,000	39,400	148,300	5.6
Percent Change, 1960-67	0.2	8.5	-3.7	3.0	
Total White, 1960	16,652	50,005	13,716	80,373	5.2
Male	8,275	25,109	6,812	40,196	5.2
Female	8,377	24,896	6,904	40,177	5.2
Total Non-White, 1960	18,146	18,242	27,216	63,604	7.6
Male	8,598	8,907	13,206	30,711	7.7
Female	9,548	9,335	14,010	32,893	7.6
By Age, 1960					
Under 25	20,174	37,561	24,492	82,227	6.6
25-64	12,719	27,318	14,188	54,225	5.5
65 and Over	1,905	3,368	2,252	7,525	5.1
Rural Population, 1960	19,597	51,850	37,030	108,477	7.7
Urban Population, 1960	15,201	16,397	3,902	35,500	3.6

SOURCE: U.S. Censu of Population, 1960
Statistical Research Division, State Budget and Control Board
(Other than 1960 Population)

DISTRICT NO. 8

INFORMATION	GEORGETOWN COUNTY	HORRY COUNTY	WILLIAMSBURG COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
TOTAL HOUSING UNITS	9,634	24,684	9,958	44,276	6.5
Occupied	7,931	16,602	8,645	33,178	5.5
Owner Occupied	5,331	9,039	4,524	18,894	5.5
White	2,943	7,466	2,471	12,880	4.6
Non-White	2,388	1,573	2,053	6,014	8.8
Renter Occupied	2,600	7,563	4,121	14,284	5.5
White	1,390	5,631	1,152	8,173	5.5
Non-White	1,210	1,932	2,969	6,111	5.7
Vacant	1,703	8,082	1,313	11,098	14.8
Condition					
Sound W/all Plumb.	4,435	14,477	2,885	21,797	5.9
Percent	46.0	53.6	29.0	49.2	
Dilapidated	1,761	2,959	1,372	6,092	6.9
Percent	18.3	12.0	13.8	13.8	

SOURCE: U. S. CENSUS OF HOUSING 1960

DISTRICT NO. 9

INFORMATION	BERKELEY COUNTY	CHARLESTON COUNTY	DORCHESTER COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
POPULATION					
Total, 1960	38,196	216,382	24,383	278,961	11.7
Births, 1960-67	8,100	48,100	5,100	61,300	14.2
Deaths, 1960-67	2,100	13,300	1,600	17,000	11.0
Net Migration, 1960-67	4,000	12,100	2,200	18,300	
Total, 1967	54,300	263,300	30,100	347,700	13.2
Percent Change, 1960-67	42.2	21.7	23.3	24.6	
Total White, 1960	19,233	137,449	12,480	169,162	10.9
Male	9,765	70,775	6,184	86,724	11.2
Female	9,468	66,674	6,296	82,438	10.6
Total Non-White, 1960	18,963	78,933	11,903	109,799	13.2
Male	9,200	37,543	5,810	52,553	13.1
Female	9,763	41,390	6,093	57,246	13.3
By Age, 1960					
Under 25	22,201	116,855	13,020	152,076	12.2
25-64	14,190	89,137	9,752	113,079	11.4
65 and Over	1,805	10,390	1,611	13,806	9.4
Rural Population, 1960	32,085	57,264	20,750	110,099	7.9
Urban Population, 1960	6,111	159,118	3,633	168,862	17.2

SOURCE: U.S. Census of Population, 1960
Statistical Research Division, State Budget and Control Board
(Other than 1960 Population)

DISTRICT NO. 9

INFORMATION	BERKELEY COUNTY	CHARLESTON COUNTY	DORCHESTER COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
TOTAL HOUSING UNITS	9,732	61,951	7,025	78,708	11.6
Occupied	8,679	55,337	6,003	70,019	11.6
Owner Occupied	6,182	27,494	4,155	37,831	10.9
White	3,522	20,599	2,519	26,640	9.6
Non-White	2,660	6,895	1,636	11,191	16.3
Renter Occupied	2,497	27,843	1,848	32,188	12.5
White	1,419	16,662	912	18,993	12.7
Non-White	1,078	11,181	936	13,195	12.2
Vacant	1,053	6,614	1,022	8,689	11.6
Condition					
Sound W/all Plumb.	4,128	40,462	2,835	47,425	12.9
Percent	42.4	65.3	40.4	60.3	
Dilapidated	2,457	7,317	1,639	11,413	12.9
Percent	25.2	11.8	23.3	14.5	

SOURCE: U. S. CENSUS OF HOUSING 1960

DISTRICT NO. 10

INFORMATION	BEAUFORT COUNTY	COLLETON COUNTY	HAMPTON COUNTY	JASPER COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
POPULATION						
Total, 1960	44,187	27,816	17,425	12,237	101,665	4.3
Births, 1960-67	5,400	5,500	3,100	1,900	15,900	3.7
Deaths, 1960-67	2,100	2,200	1,300	900	6,500	4.2
Net Migration, 1960-67	4,000	-2,100	-2,400	-1,800	-2,300	
Total, 1967	51,500	29,000	16,800	11,400	108,700	4.1
Percent Change, 1960-67	16.5	4.2	-3.5	-6.6	6.9	
Total White, 1960	27,083	13,589	8,038	4,619	53,329	3.4
Male	17,050	6,673	3,945	2,302	29,970	3.9
Female	10,033	6,916	4,093	2,317	23,359	3.0
Total Non-White, 1960	17,104	14,227	9,387	7,618	48,336	5.8
Male	8,460	6,921	4,521	3,680	23,582	5.9
Female	8,644	7,306	4,866	3,938	24,754	5.7
By Age, 1960						
Under 25	28,427	14,548	9,336	6,751	59,112	4.7
25-64	13,923	11,195	6,834	4,567	36,469	3.7
65 and Over	1,837	2,073	1,255	919	6,084	4.1
Rural Population, 1960	37,889	22,399	17,425	12,237	89,950	6.4
Urban Population, 1960	6,298	5,417	--	--	11,715	

SOURCE: U. S. Census of Population, 1960
Statistical Research Division, State Budget and Control Board
(Other than 1960 Population)

DISTRICT NO. 10

INFORMATION	BEAUFORT COUNTY	COLLETON COUNTY	HAMPTON COUNTY	JASPER COUNTY	DISTRICT	DISTRICT AS PERCENT OF STATE
TOTAL HOUSING UNITS	10,747	8,069	4,795	3,248	26,859	4.0
Occupied	8,973	7,084	4,345	2,957	23.359	3.9
Owner Occupied	5,308	4,665	2,368	1,868	14,209	4.1
White	2,592	2,859	1,612	847	7,910	2.9
Non-White	2,716	1,806	756	1,021	6,299	9.2
Renter Occupied	3,665	2,419	1,977	1,089	9,150	3.5
White	2,868	1,167	730	466	5,231	3.5
Non-White	797	1,252	1,247	623	3,919	3.6
Vacant	1,774	985	450	291	3,500	4.7
Condition						
Sound W/all Plumb.	6,501	2,917	1,727	1,025	12,170	3.3
Percent	60.5	36.2	36.0	31.6	45.3	
Dilapidated	1,670	1,046	827	895	4,438	5.0
Percent	15.5	13.0	17.2	27.6	16.5	

SOURCE: U. S. CENSUS OF HOUSING 1960

APPENDIX III

The State's housing information-education-promotional activities, including its widely publicized activities in cooperation with the brick and block industries, have resulted to varying degrees in the following accomplishments in North Carolina:

(1) There is increased recognition and growing discussion at all levels of the State's housing problems. At the level of State government, the demonstration has resulted in (a) recommendation (set forth elsewhere in this report) by the Governor's Advisory Committee on Low-Income Housing for the creation of a permanent State housing agency; and (b) an application by the State Department of Administration for a grant in the amount of $200,000 from the Office of Economic Opportunity, that has been approved, to "maintain the interest created" by the demonstration and sustain a continuing "State focus for guidance and technical assistance" relating to housing until such time as the General Assembly is in session and can act on the Advisory Committee's recommendation...

(2) More local officials are aware of public responsibility for dealing with these problems.

(3) A climate has been created where more low-income and elderly housing developments are likely to materialize in the months and years ahead.

(4) A start has been achieved in combating unthinking prejudice against utilizing federal housing aids. The housing specialist has been instrumental in helping several communities "over the hump" in establishing local public housing authorities, where past opposition had prevented this.

(5) Interest has been stimulated in the Federal Housing Administration 221-d-3 program, public housing, and the Farmers Home Administration 504 shelter local program.

(6) Local public officials have been put in touch with appropriate federal officials where they have shown interest in particular programs.

(7) Builders have been interested in building for the lower-income market. Where the positive, but relatively modest efforts of the brick and block industries have produced no earth-shaking innovations or cost-

reduction breakthroughs, these efforts have resulted in another significant accomplishment. They have demonstrated to local contractors and the public the feasibility of building and profiting from the construction of conventional and readily marketable relatively low-cost ownership housing...

(8) North Carolina insurance companies have committed $14.5 million, over and above their commitment under the national insurance program, for use in North Carolina low-income housing finance.

(9) North Carolina-based federal housing officials have been made aware of State government's live interest and concern with the effectiveness of federally assisted housing programs, as these relate to low-income groups. An important by-product of the demonstration project described later in this report is a variety of insights gained into federal agency activities in North Carolina--some aspects of which may be impeding the effectiveness of their low-income housing programs.

STATE OF SOUTH CAROLINA

Office of The Governor

Columbia 29201

ROBERT E. MCNAIR
GOVERNOR

STATE PLANNING AND GRANTS DIVISION
915 MAIN STREET

We are pleased to furnish you with this report, Housing Program Design: an initial housing element. Please observe the following:

This report should be considered as a working document, primarily for technical use. It does not necessarily represent the official views of State government or Governor Robert E. McNair or Lt. Governor John C. West.

Release of information in this report to the news media at this time is premature.

BREAKTHROUGH OPERATIONS PLAN

FOR NORTH CAROLINA

Carl Johnson
(Asheville?)

State Planning Division
N. C. Department of Administration
April 1970

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BREAKTHROUGH OPERATIONS PLAN
FOR NORTH CAROLINA

State Planning Division
N. C. Department of Administration
April 1970

BACKGROUND

In November 1968, North Carolina took a comprehensive look at its housing situation. A study titled Toward Good Housing for All North Carolinians was published by the State Planning Division. It described the results of the State's experimental housing program, reviewed the current housing situation, and summarized Statewide public and private low-income family housing activities. Additionally, administrative and action recommendations were rendered. Some of these have been carried out, and others are under consideration. This BREAKTHROUGH Operations plan represents North Carolina's continued interest in alleviating the dearth of low- to moderate-income family housing in the State. The plan is an expression of the State's concern for its ill-housed citizenry.

The BREAKTHROUGH Operations Plan for North Carolina represents an effort which was begun on January 2, 1970. Although nearly five months have elapsed since beginning work on the plan, approximately one and one-half months were expended in its formulation. All expenses, including travel, subsistance and materials, have been charged to State Planning funding accounts, representing a cost of nearly $3,000.00. The time differential indicates the time elapsed in the process of arranging for and holding meetings with agencies of various governmental levels and in the process of waiting for proposals and decisions of the various agencies participating in the planning effort. If the expenses incurred by the other State and regional agencies contributing to the planning exercise could be calculated, it is expected that the sum total of salary, travel and subsistance funds, and materials expenditures would be substantial.

SPD
JRH/4-8-70

PURPOSE

The BREAKTHROUGH plan is based on two Horizon Concepts: a postulate and a process. These are taken from North Carolina's State Planning Division's recognition of basic purposes as spelled out in its publication of April 1969, titled Horizon Concepts for North Carolina.*

Personal Well-being - The individual's state of happiness, health, and prosperity should be reasonably assured. Sustainment of human life for those unable to maintain themselves should be provided through financial assistance to the needy and social services to dependent persons. General social services must provide a barrier against poverty and social deprivation and offer the means of realization of maximum individual development and self-sufficiency.

Shelter - A level of development where every person or family is able to acquire a home that suits its particular needs should be achieved -- housing that is above minimal standards of decency, is healthful, safe, and fosters healthy family development and community relations. Regulations governing the safe construction of all types of shelter should be enforced.

This BREAKTHROUGH plan is dedicated to increasing the supply of standard and adequate housing available to North Carolinians of all economic levels with the primary emphases on placing low- and moderate-income families in structures which offer, at the least, a minimal standard of decency. Additionally, the plan's purpose is to identify a housing market for Operation BREAKTHROUGH prototypes now under construction in various parts of the country and to awaken community interest in and to develop community acceptance of the concept of industrialized housing. Moreover, the plan will pave the road for the HUD-approved industrialized housing. systems now being developed. The plan represents a State-wide concerted effort in North Carolina to cope with the housing problem. The plan is strongly activity oriented; its elements are all practical activities which lead to the most immediate and moderate-income families.

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*State of North Carolina, Department of Administration, State Planning Task Force, Raleigh, April 1969.

SECTION I.
PLANNED BREAKTHROUGH ACTIVITIES IN SUMMARY

Listed in the following, in general outline form, is an epitome of the planned BREAKTHROUGH Operations for North Carolina. The Summary of Operations Activities (A.) and the following Synopsis of Organizational Structure (B.) are the outlines for the detailed plan which follows in Section II. The elements of the plan are listed in sequence with beginning dates of effectuation and, in some cases, termination given. The dates establish a timetable of planned operations events, and a flow chart covering the full 24-month span of the operations period appears at the end of this outline. The first seven months are described in detail, and the last 17 months are shown in outline form.

A. Summary of Operations Activities

The following paragraphs are an outline of planned BREAKTHROUGH operations activities. Details of the summary are given in Section II of this report titled Details of Operations Activities starting on page 18. Page numbers for cross-reference purposes are given at the end of each summary paragraph so that the details of the plan in Section II can be related to readily. The operations activities appear in chronological order and can be seen on the 24-month timetable on page 7.

1. Creating the Position of Housing Planner

Within the State Planning Division, the position of housing planner has been established. Procedures to hire a person to fill the position were begun in February. The housing planner will head up housing staff, and others from the Division will be assigned to BREAKTHROUGH operations. See pp. 18 and 19.

2. Establishment of the Interagency Committee on Housing

A State interagency planning committee on housing will be established in June 1970. The committee will be sponsored by the State Planning Division. The sponsorship of the committee is one of several interagency

efforts now underway. The committee will include the heads of several State agencies or their designated representatives and approximately ten ex officio members from Councils of Governments, regional commissions. and municipal and county associations. See pp. 19 and 20.

3. Development of the State Housing Information Exchange

In order that the State Planning Division will have the capacity to receive, digest, evaluate, and disseminate State-wide housing information, a Housing Information Exchange will be developed during June 1970, the first month of BREAKTHROUGH operations. This will be accomplished as soon as feasible so that early information coming into the Division can be handled. The Exchange will be developed with the assistance of the Information Systems section of the Division. See pp. 21-23.

4. Preparation of Estimates of Potential Housing Starts

The first input into the State Housing Information Exchange will come from potential regional housing start estimates gathered from Councils of Governments, Regional Planning Agencies, and Economic Development Districts in the latter part of June 1970 and continue on a quarterly basis. Extra-regional information will be supplied by the Department of Local Affairs on a third-party contract basis. See pp. 23-25.

5. Identification of Housing Sites

In addition to sites which were already proposed for BREAKTHROUGH prototype projects, sites of all types - public, private, abandoned, etc. - shall be sought out and scrutinized for useability. This endeavor will begin in June 1970 and continue on a quarterly basis. Regional information will be gathered by Councils of Governments and regional commissions; extra-regional information will be collected by the Department of Local Affairs on a third-party contract basis. See pp. 25-27.

6. Inventory of Land Development Plans, Subdivision Regulations, and Zoning Ordinances

An inventory on a sampling basis will be conducted to evaluate the capabilities of local land development plans, subdivision regulations, and zoning ordinances, and the administration thereof, to provide for the development of industrialized housing. Based on the inventory action on the local, regional, and State level will be recommended. This effort will begin in June and extend through October in 1970, and a follow-up phase will take place in November and December of 1971, respectively. Conducting the inventory and analysis will be the Department of Local Affairs on a third-party contract basis with the cooperation of the "staffed" Councils of Governments and regional planning and development agencies. See pp. 27-29.

7. Modernization of Building Codes

In its 1969 session, the North Carolina General Assembly passed a bill to become law on July 1, 1970 a regulation for mobile homes and modular dwelling units. With the assistance of the Department of Insurance, the Department of Local Affairs will delve into the effectiveness and applicability of regulations for industrialized housing in June 1971. See pp. 29 and 30.

8. Development of a Housing Assistance Response System for Sponsors and Developers

After several months of operations, the Department of Local Affairs will develop a technical assistance delivery system for sponsors and developers of low- and moderate-income housing. In addition to keeping these people informed of potential, need, and development in the State through the utilization of the Housing Information Exchange, assistance will be proffered in organizing, financing, and managing housing development. The system will be developed with a team approach. The team will consist of people from approximately twelve State agencies. See pp. 31 and 32.

9. Promotion of State Housing Efforts

The promotion of State housing efforts is divided into two aspects: one is developing community interest, and the other is gaining support of the General Assembly. Both these areas will be tackled in September 1970. Major contributions to this task will be made by the Interagency Committee on Housing with the assistance of the Department of Local Affairs. See pp. 32-34.

10. Establishment of BREAKTHROUGH Housing Development Targets

Although preliminary targets have been established, in November 1970 the Housing Information Exchange is expected to have accumulated enough pertinent information to justify the establishment of relatively accurate BREAKTHROUGH Housing Development Targets. The targets will be based on the potential housing start information which will be first collected and injected into the Exchange in May 1970. See pp. 34 -36.

11. Promotion of Free Choice of Housing

Promotion of free choice of housing will be developed and carried out in two phases. The first step will be the identification of obstacles to freedom of choice and equality of opportunity. The second step will consist of the consideration of an action program to eliminate obstacles standing in the path of free choice and equality. This effort will begin in August 1970. See pp. 36 and 37.

TIMETABLE OF BREAKTHROUGH OPERATIONS EVENTS

BEGINNING DATES

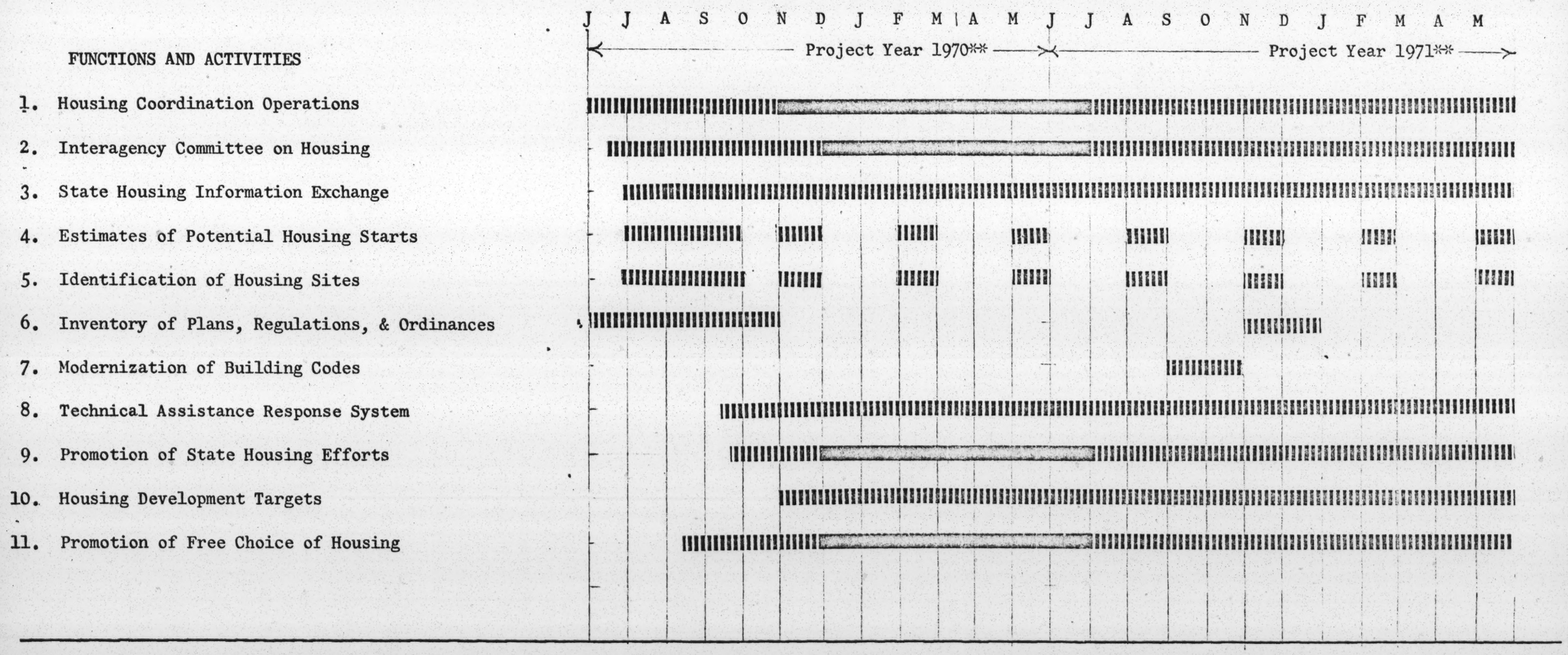
1970

May 15	Creating the Position of Housing Planner
June 1	Inventory of Plans, Regulations & Ordinances
June 22	Interagency Committee on Housing to be appointed
June 29	Estimates of Potential Housing Starts begins (quarterly basis)
June 29	Identification of Housing Sites begins (quarterly basis)
June 29	Institution of State Housing Information Exchange
August 17	Promotion of Free Choice of Housing
September 15	Development of Housing Assistance Response System
September 22	Promotion of Operation BREAKTHROUGH
November 1	Housing Development Targets evaluated & updated (continuous)

1971

July 1	Modernization of Building Codes

COMPREHENSIVE FLOW CHART
STATE BREAKTHROUGH ACTIVITIES
MAY 1970 - APRIL 1972



**The North Carolina General Assembly meets from January to June 1971.

▬ denotes special emphasis in preparation for and operations during the General Assembly Session

**Project years begin on June 1, 1970 and 1971.

B. Synopsis of Organizational Structure

To carry out the elemental projects of the BREAKTHROUGH Operations plan, a detailed organizational structure had to be developed. Because of the interagency and intergovernmental nature of the State's housing efforts as spelled out in the plan, the structure tends to be complicated. However, after studying the enclosed structure and information flow charts, one will recognize that the intricacy is a necessity to develop the unified State housing support system. The system is the interagency and intergovernmental experience on the State level which will demonstrate the extent to which the housing concern permeates the structure of State government. Hopefully, the experience will be of worth to the State government reorganization studies now being conducted in the State Planning Division.

1. Interrelationships in Planning and Implementing BREAKTHROUGH Operations

a. Planning - A working rapport has been developed with the Councils of Governments, the Research Triangle Planning Commission, the Department of Local Affairs, the Department of Conservation and Development, the North Carolina Housing Corporation, and several others. The largest contributors in the planning process have been the Division of Community Planning, Councils of Governments, and the Research Triangle Planning Commission.

b. Implementation - The key line organization in carrying forth the elemental responsibilities of BREAKTHROUGH Operations is the Department of Local Affairs. This agency, as can be seen in the flow charts on page 16 and page 17, plays a very important role in implementation. To realize the full responsibilities of the agency in carrying out the plan refer to Section II., 4, 5, 6, 8, and 9 on pages 23, 25, 27, 31, and 32, respectively.

c. Organization - For the organizational aspects of the State interagency and intergovernmental housing support system, reference should be made to the chart on page 15. Housing planning is one of several operations

situated in the State Planning Division, i.e., Comprehensive Health Planning, Model Cities Coordination, Clearinghouse and Information Center, etc. Housing planning will serve as the synchronization center for State government housing operations. It will promote interagency and intergovernmental cooperation leading to a unified State thrust in housing.

2. Personnel to be Assigned to Housing Operations

The needs for personnel at the State Planning level include a housing planner, a part-time assistance housing planner, and a secretary for the first seven months of operation, up until December 1970. Detailed planning has not gone beyond this point because needs cannot be seen relatively firmly beyond this period of time. Although some specifics are given for nine of the 11 plan elements for the entire two year planning period, most of the plan is mapped in sketch form for the last 17 months. It is assumed that an additional person will be needed during the second year, if the State housing mechanism comes to fruition as herein calculated. During the months of June, July, and August, it is probable that one and possibly two interns from the Urban Studies program at Shaw University will be assigned to housing planning. Specifics on manpower in the other cooperating agencies are unavailable at this time, although it may be possible that two experienced planning students from the University of North Carolina at Chapel Hill may be hired in intern capacities to aid in the Department of Local Affairs' contribution areas.

3. Budget for Operations

On the following pages an indication of the first year expenditures for the two year BREAKTHROUGH Operations Plan is given.

SOURCES OF FUNDS

1.	Total Non-Federal Contribution (State Planning Division)	$17,500
2.	Federal Grant Requested	35,000
3.	Total Anticipated Cash	$52,500

OPERATIONS COSTS

1.	Salaries and Wages in State Planning Division	$22,300
2.	Third Party Services by Department of Local Affairs	26,250
3.	Travel by SPD Staff	2,620
4.	Reproduction and Publication (SPD)	1,330
	Total BREAKTHROUGH Operations Costs	$52,500

SALARIES AND WAGES

STATE PLANNING DIVISION

Position	Annual Gross Salary Cost	Percentage of time assigned to Project	Annual Net Salary Cost	Filled	Vacant
Housing Planner	$14,400	100	$14,400		1
Assistant Housing Planner	11,395	33	3,790		1
Stenographer II	5,500	25	1,374		1
Business Officer	12,800	5	640	1	
Accountant	10,415	5	526	1	
Accountant Clerk	6,500	5	324	1	
Information Systems Coordinator	12,467	10	1,246	1	
			$22,300		

SERVICES BY OTHER PUBLIC AGENCIES ON A THIRD PARTY CONTRACT BASIS

NORTH CAROLINA DEPARTMENT OF LOCAL AFFAIRS	$26,250

TRAVEL

STATE PLANNING DIVISION

Out-of-State trips to HUD offices by project staff:

4 trips to Atlanta by air	$ 400
2 trips to Washington by air	190
1 trip to prototype site in Macon, Ga.	140
1 trip to prototype site in Memphis, Tenn.	160
1 trip to prototype site in Wilmington, Del.	130
Transportation and Subsistance	$1020

In-State travel by project staff:

Transportation by State vehicle 10,000 miles @ $.07	$ 700
Estimated subsistance	900
Transportation and Subsistance	$1600

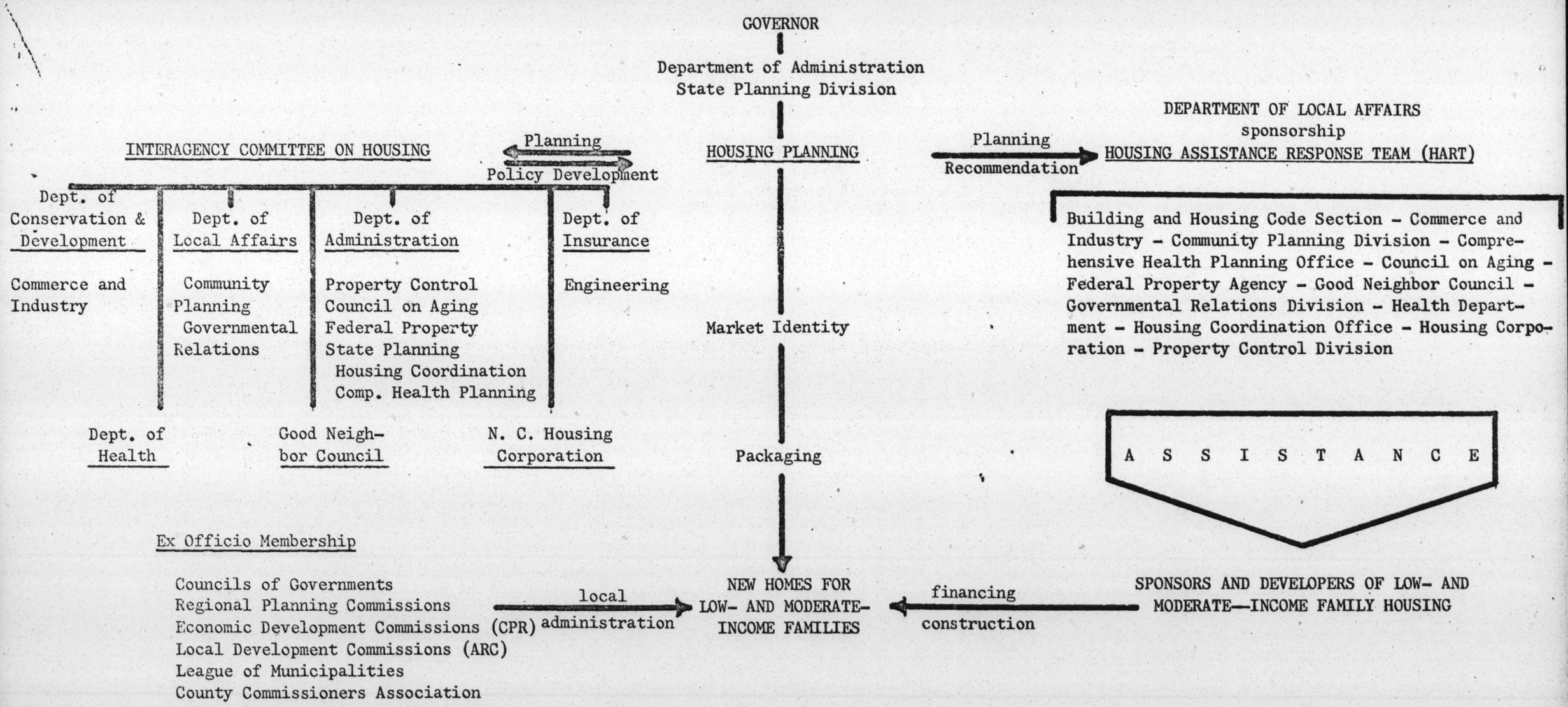
TOTAL ESTIMATED TRAVEL AND SUBSISTANCE	$2620

REPRODUCTION AND PUBLICATION

STATE PLANNING DIVISION

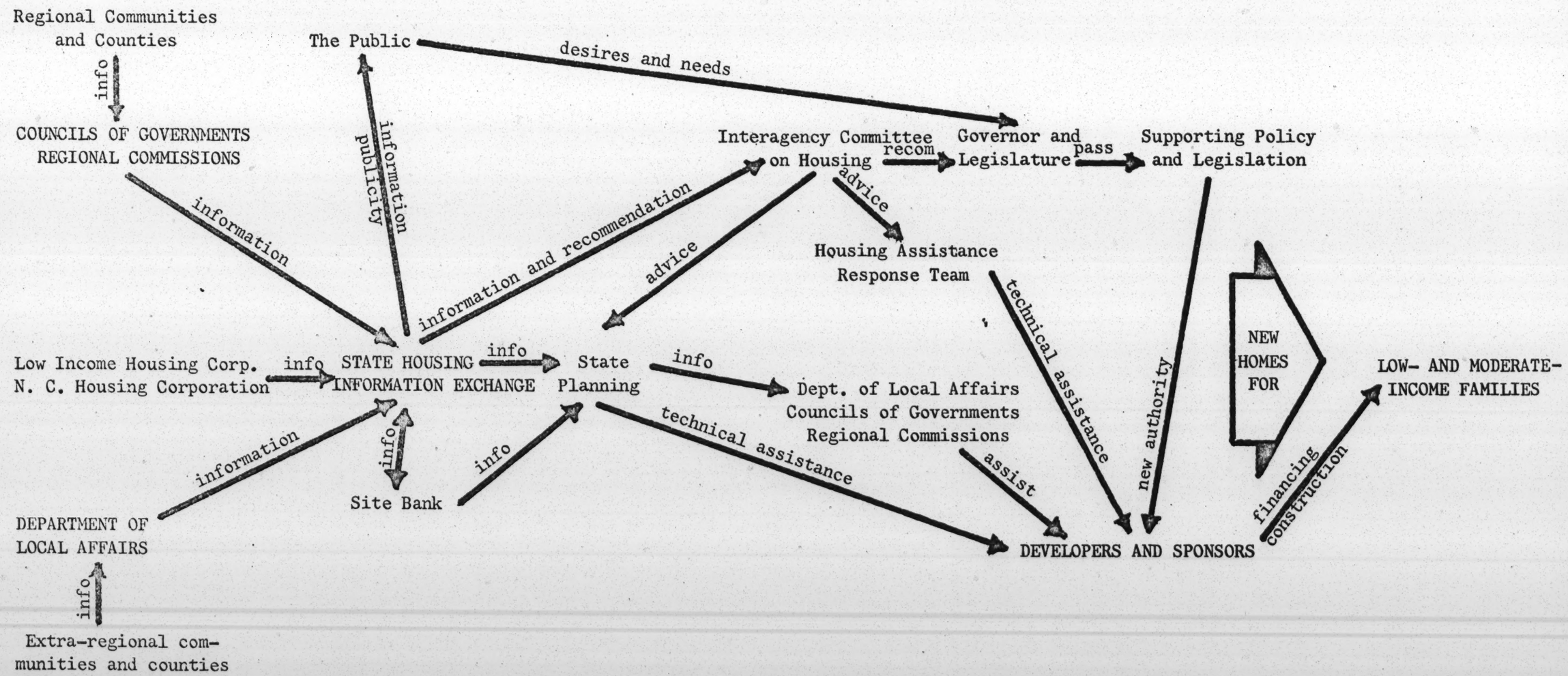
INFORMATION MATERIALS	
Pamphlets	$ 600
Visual aids & illustrations	430
Xerox	300
TOTAL ESTIMATED REPRODUCTION AND PUBLICATION COSTS	$1330

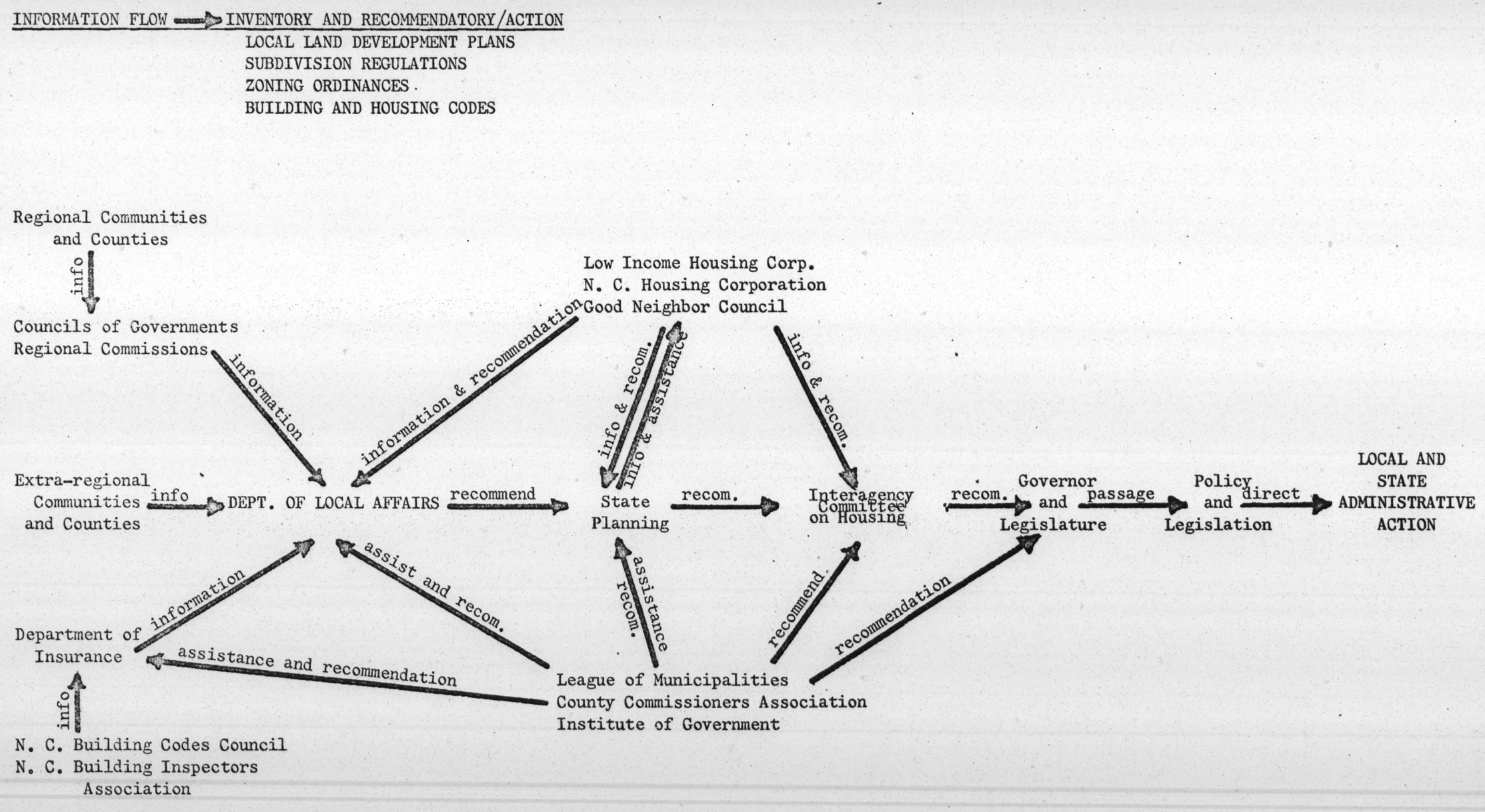
STATE INTER-AGENCY AND INTER-GOVERNMENTAL HOUSING SUPPORT SYSTEM



INFORMATION FLOW → STATE HOUSING INFORMATION EXCHANGE OPERATIONS

- HOUSING START ESTIMATES
- HOUSING SITE IDENTIFICATION/LAND INVENTORY
- HOUSING DEVELOPMENT TARGETS
- TECHNICAL ASSISTANCE RESPONSE
- PROMOTION OF OPERATION BREAKTHROUGH




INFORMATION FLOW
INVENTORY AND RECOMMENDATORY/ACTION
LOCAL LAND DEVELOPMENT PLANS
SUBDIVISION REGULATIONS
ZONING ORDINANCES
BUILDING AND HOUSING CODES
Regional Communities and Counties
info
Councils of Governments
Regional Commissions
information
information & recommendation
Low Income Housing Corp.
N. C. Housing Corporation
Good Neighbor Council
info & recom.
info & assistance
info & recom.
Extra-regional Communities and Counties
info
DEPT. OF LOCAL AFFAIRS
recommend
State Planning
recom.
Interagency Committee on Housing
recom.
Governor and Legislature
passage
Policy and Legislation
direct
LOCAL AND STATE ADMINISTRATIVE ACTION
Department of Insurance
information
assist and recom.
assistance and recommendation
assistance
recom.
recommend.
recommendation
info
N. C. Building Codes Council
N. C. Building Inspectors Association
League of Municipalities
County Commissioners Association
Institute of Government

SECTION II.
DETAILS OF OPERATIONS ACTIVITIES

Indicated in the following 11 sections of the BREAKTHROUGH Operations plan are the plan elements in detail as coordinated with the summary of activities of page 3 in Section I. The elements are treated in general chronological order.

1. Creating the Position of Housing Planner

Recruiting efforts have been under way in the State Planning Division to hire a housing planner since February. It is expected that a person will join the staff to head up operations by June 1, 1970. The housing planner will be in charge of operations and be directly responsible to the Assistant State Planning Officer in charge of Statewide planning. To operate housing efforts, additional staff will be needed. It is expected that an assistant housing planner on a part-time basis at first will be necessary, and a quarter-time secretary with stenographic capabilities will have to be placed on board.

The housing planner will be the responsible officer for Operation BREAKTHROUGH management in North Carolina and for overseeing and coordinating all State government activities in the area of housing. Specifically, the planner will: (1) be in charge of State interagency housing coordination; (2) serve as the secretariat to the newly established Interagency Committee on Housing, a body to be sponsored by the State Planning Division; (3) be responsible for the development and operation of the proposed State Housing Information Exchange; (4) be accountable for planning and aiding the Department of Local Affairs in developing the State housing assistance delivery system for housing sponsors and developers; and (5) be called upon to establish an intergovernmental cooperative effort (State, regional, and local) to improve housing conditions in North Carolina. On the chart on page 15, the function of housing planning is schematically projected.

Housing planning operations will be established on June 15, 1970. Further staffing will be dealt with upon demand; other State Planning Division personnel will be assigned on a part-time basis to perform special tasks attendant to BREAKTHROUGH Operations and State Planning's overall housing coordination responsibility, i.e., Planning Information Systems Coordinator, Economist, etc.

2. Establishment of the Interagency Committee on Housing

During the month of June 1970, an interagency group on housing will be appointed by the Director of Administration. The Interagency Committee on Housing will be one of several interagency planning groups sponsored by the State Planning Division. The first session of the Committee will probably be held during the latter part of July 1970. For educational purposes, the group will meet within two weeks of its first session and monthly thereafter.

Membership of the Interagency Committee on Housing will consist of the heads or their designees of the various State agencies whose operations include housing responsibilities. Tentatively, these agencies will include the North Carolina Housing Corporation; the Department of Local Affairs; the Department of Conservation and Development; the Department of Insurance; the North Carolina Good Neighbor Council, the Department of Administration; the Department of Health; and the Department of Social Services.

Ex officio members will be welcomed to serve on the Committee. They will include the housing officers of the Piedmont Triad COG (Council of Governments), the Central Piedmont COG, the Western Piedmont COG, the Research Triangle Planning Commission, and others as they are staffed. Possibilities are that representatives of the North Carolina League of Municipalities, the North Carolina County Commissioners Association, and representatives from the economic development districts of the Coastal Plains Region and the local development districts of the Appalachia Region may be represented as ex officio members also. The Committee will be established as both a working group for the development of housing policies

and housing planning for North Carolina and as a public relations group serving as a disseminator of information on housing to the citizenry of the State. Most of the Committee's meetings will be conducted as working sessions in an unaugmented state, without ex officio members present. The full board will get together quarterly or on some other periodic basis and when problems of a very important nature arise. Ex officio members will serve primarily in an advisory capacity.

The reasoning behind the appointment of ex officio members is that these people will be involved in developing information for and delivering it to the State Housing Information Exchange, and they will also be recipients of some of the technical assistance being offered in the area of housing by the State. They will serve as transitional units and buffers to render State assistance more meaningful on the local and regional level.

The purpose of the Interagency Committee on Housing will be to develop and bolster the interagency and intergovernmental relations and coordination needed to facilitate and enhance the increased production of decent housing in North Carolina; a unified, rather than fragmented, approach to the housing problem is the objective here. The membership of the Committee will be flexible. As the body finds that it has need of the participation of additional State agencies, it will seek to add the agency head or his representative to its membership.

The State Planning Division will be responsible for calling meetings, preparing agendas, and taking minutes of the Committee's sessions. The housing planner's responsibilities will require him to apprise the members of significant happenings in the field of housing at the Federal, State, regional, and local levels and the progress of housing coordination operations. He shall present the BREAKTHROUGH Operations Plan to the body and relate successes and failures in implementation to it.

The relationship of the Committee to the overall multi-agency and multi-governmental effort can be seen on the chart on page 15.

3. Development of the State Housing Information Exchange

During June 1970, the operations of the State Housing Information Exchange will be instituted. The Exchange will be set up so that it will have the clearinghouse capacity to receive, digest, evaluate, and disseminate Statewide housing information. The operation will begin as soon as feasible so that early information being received from the Councils of Governments and the Regional Planning agencies in the latter part of May can be digested.

Exchange operations will be planned, instituted, and maintained with the assistance of the Planning Information Systems Coordinator of the State Planning Division. It is surmised that the Exchange will be a "hand-to-hand" operation in its early stages. Moreover, as the materials which are received from the cooperating housing agencies throughout the State mount, the system will be converted to a computerized operation.

Information for the Exchange will be garnered through the use of standardized questionnaire forms developed for computerized systems purposes. No set time frame will be used to gather information; the system will be geared to receive advisories at any time. However, information will be solicited on a regular quarterly basis to insure that cooperating agencies will not tend to lag in participation. Most of the early input will be received from the Councils of Governments, regional planning agencies, and economic development districts which are "staffed." The Department of Local Affairs will assume the responsibility of supplying information from "extra-regional" communities and counties on a sampling basis for input into the Exchange. Assistance from the Department of Local Affairs will be conducted on a third-party contract basis. A schematic view of COG and Local Affairs input into the Exchange can be seen on the Exchange operations chart on page 16.

Data collected and injected into the Exchange will be used: (1) to establish estimates of potential housing starts; (2) to establish BREAK-THROUGH housing development targets; (3) to inform and to keep abreast sponsors and developers of housing information, programs, industrialized-

construction techniques, site availability, and site particulars; (4) to aid in developing a "site bank" (See Section 5 on page 25); and (5) to assist in any conceivable manner in alleviating the shortage of standard and respectable housing for the State's citizenry.

Within the State Housing Information Exchange, housing planning operations will maintain information which will be of assistance to sponsors and developers in achieving their objectives of constructing BREAKTHROUGH-type housing. The Exchange will include: detailed information on HUD-tested and -certified BREAKTHROUGH production systems; information on prototype projects in the region; information on other housing developments in the region using industrialized housing systems; detailed information about possible sites for BREAKTHROUGH; information about potential sponsors and developers; information on Federal and State housing programs; and any other information which would be of value to sponsors and developers of BREAKTHROUGH housing and users of BREAKTHROUGH techniques. For information on the development of further technical assistance for sponsors and developers, see Section 8 on page 31 on a housing assistance response system for aiding sponsors and developers.

A site bank, within the State Housing Information Exchange, will be established. Via the quarterly reception of previously described information on standardized data forms from the Department of Local Affairs, Councils of Governments, Regional Planning Commissions, etc. the inventory will take shape. The site bank will become operational during July 1970. At this time the State Housing Information Exchange will have the capacity of receiving site information that will include the key applicable identification characteristics needed for BREAKTHROUGH purposes plus additional information required for other State planning purposes including: dimension, ownership, tenure, taxes, assessed value, appraised value, availability, existing land use, existing structures, existing zoning, transportation accessibility, recreation accessibility, school accessibility, locality in relation to other types of development, utilities, municipal, county, and State protective services, voluntary protective services,

topography, vegetative cover, accessibility to water, pollution characteristics, etc. All this information on each piece of land will be gathered and recorded in the site bank to establish an accessible information system on all potential BREAKTHROUGH sites in the State. Through the quarterly reporting system of the Department of Local Affairs and Councils of Governments, etc., land transactions and other status information of the parcels will be kept up to date. It is suspected that the delivery of information will often be more frequent than on a quarterly basis after a personal working relationship is established with key contacts in State government and on other governmental levels.

The Exchange will operate on a continuing basis over the two-year planning period and will be supported thereafter, if proven to be a valuable tool in maintaining a market for HUD-approved industrialized housing. It is hoped that Exchange quality will be developed to the extent that it will become the authority in the State on all industrialized and low- to middle-income housing. The aim of the State Planning Division will be to develop the Exchange to the degree of sophistication within a year's time, that it can be depended upon for information in many additional facets, i.e., information for commercial and industrial planning and development, for new town planning, for transportation facility planning, for churches and other types of organizations, for social service organizations, etc. It is surmised that the Exchange will be developed to the point of capability where instant responses, via telephone, of up-to-date general information can be delivered and that 24 hour responses to more sophisticated requests can be given.

4. Preparation of Estimates of Potential Housing Starts

Comprehensive State estimates for potential housing starts will be prepared based, in part, upon information collected from the "staffed" Councils of Governments and regional planning and development commissions by the State Planning Division. Estimating housing starts in other localities of the State would be conducted through a collection mechanism established in the Department of Local Affairs. The three "staffed" Councils of Govern-

ments and the Research Triangle Regional Planning Commission have agreed to send in information on housing to the State Housing Information Exchange as soon as standardized housing questionnaires are developed by the State Planning Division and thenafter, continually and regularly, on a quarterly basis starting in November 1970. For other areas of the State that are not covered by the councils of governments and regional planning and economic development commission operations, an arrangement with the Department of Local Affairs would be developed. The work performed will be accomplished on a third-party contract basis.

The information garnered by Local Affairs from the other cities and counties in the State would be collected with the assistance of economic development districts and local development districts and/or by dealing directly with local government agencies. Contacts will be made with local housing authorities, FHA insuring offices, Home Builders Associations, banks, sponsors, developers, and contractors identified with existing housing developments for low- and moderate-income families. Information collected by the Department of Local Affairs will be submitted to Housing Planning on a quarterly basis and will be tabulated on the standard housing forms comparable to the aforementioned regional questionnaires which will be developed by the State Planning Division.

An essential ingredient for all agencies, whether State or regional, in estimating potential housing starts and in developing and operating the State Housing Information Exchange, will be the establishment of personal relationships with the numerous contributing agencies throughout the State. Personal acquaintances will enhance the viability of the Exchange.

The potential housing start estimate system is indicated on the Information Flow chart on page 16.

Early emphasis will be placed on the estimates received from the "staffed" Councils of Governments and Regional Planning Commissions. It is evident that these agencies will have the capability of making an early input into the State Housing Information Exchange.

The data to be collected on the potential number of housing starts will include:

(1) information revealing the size of the immediate market potential for housing;

(2) information to be used in measuring the gap between demand and remedy for low- and moderate-income housing;

(3) information for developing housing targets for the State; and

(4) information that will perpetrate a system to identify obstacles in the way to increasing productions for low- and moderate-income housing.

5. Identification of Housing Sites

Within the State Housing Information Exchange a site bank will be established. Please refer to Section 3 on page 21 titled Development of the State Housing Information Exchange. Through the use of site feasibility study techniques, an inventory of land available for industrialized housing for low- and moderate-income families will be conducted on a cooperative basis with the Department of Local Affairs, the Division of Commerce and Industry of the Department of Conservation and Development, the Property Control Division of the Department of Administration, the State Highway Commission, the Federal Property Agency, the North Carolina Housing Corporation, Councils of Governments, regional planning and development bodies, counties, and municipalities.

The Department of Local Affairs which was very active in "phase one" of Operation BREAKTHROUGH has accumulated information on at least four sites which were submitted for prototype projects in 1969. These sites represent the most immediate possible market for BREAKTHROUGH housing in North Carolina. Although these sites were not selected for prototype development, and depending upon their present tenure status, they are nonetheless generally suitable for housing construction. These known sites will naturally receive top priority in formulating development plans to utilize them in the BREAKTHROUGH program.

With the aid of the regional BREAKTHROUGH manager and Federal Property Agency, surplus and excess Federal property suitable for housing development will be identified. With the assistance of the State Property Control Officer and the State Highway Commission, the availability and applicability of excess, surplus, and abandoned State property and land to which the State holds property rights will be established.

Site information for local governments located within "staffed" regions will out of necessity have to be garnered by Councils of Governments and by regional planning and development commissions. The information will be submitted to the Information Exchange through the same means used to accumulate potential housing starts estimates, and it will be submitted at an early date during the months of June, July, and August, and on a quarterly basis beginning in November 1970. The staffed COGs and commissions have agreed to participate in submitting information.

Because of the close contacts which the Department of Local Affairs has with local government throughout the State, its staff would carry the responsibility of attaining this information for governments which do not lie within the jurisdiction of "staffed" regional agencies. Although this is a large assignment, it is expected that the task would diminish because other regional agencies are building staffs presently with the consequent capability of supplying information.

Very important contacts on the local scene will be Redevelopment Commissions and Local Housing Authorities. These agencies are aware of the current public land availability situation, and they will be major contributors to the site bank via regional agencies and the Department of Local Affairs.

The Division of Commerce and Industry of the Department of Conservation and Development maintains an inventory on land primarily for industrial purposes. However, there are possibilities that some of the parcels in this Division's inventory have not been suitable for industrial prospects or are just marginal for industrial purposes that would be perfectly good sites for industrialized low- to moderate-income family housing. The

Division also has general information on housing availability kept in support of its operations. Aid from this State agency will be solicited formally in June 1970. Already two informal discussions have taken place with the staff.

Local governments located in metropolitan areas will be encouraged to inventory vacant and abandoned sites within their jurisdictional areas to determine the feasibility of their use for housing purposes. These governments will be encouraged to attain these properties.

Land owned by the private sector will be the major source of sites for housing. However, because of the lack of feasible means of inventorying privately owned land, emphasis will not be placed on such an endeavor in the early stages of BREAKTHROUGH Operations. But it is felt that much information will be accumulated on privately-owned property through word-of-mouth. This word will be cataloged on standard forms and will serve as the beginning effort in an attempt to comprehensively inventory private land which might be suitable for industrialized housing units. It is expected that the State Housing Information Exchange will begin to develop this capability by the beginning of the second year of operation, circa June 1971.

The aim of the identification of housing sites endeavor is to keep all sponsors and developers (existing and potential) of BREAKTHROUGH-type, low- to moderate-income family-housing, informed of the availability of land for such development. This will be done through mailings of information to them, as it is cataloged in the site bank, on an irregular basis. However, a regular quarterly report, based upon the quarterly information sent into the Exchange, will be mailed to the sponsors and developers.

6. Amendment of Land Development Plans, Zoning Ordinances, and Subdivision Regulations

Based on inventories taken by the Councils of Governments, regional planning and development bodies, and the Department of Local Affairs, recommendations for State and local action addressed to alleviating re-

straints of unreasonable planning, zoning, and subdivision control will be made to clear the way for BREAKTHROUGH-type low- and moderate-income family housing. Staffed COG and regional planning commissions will submit their findings to the Department of Local Affairs. Local Affairs will be responsible for studying, on a sampling basis, other areas of the State not lying within metropolitan areas. Local Affairs in turn will put together all findings, including collected COG information, and prepare recommendations for the housing coordination section of the State Planning Division. Refer to the chart titled Information Flow-Inventory and Recommendatory/Action on page 17 to comprehend the Department of Local Affairs' and COGs' roles.

N. C. Inventory Sampling Schedule

Categorical City Population	Total in N. C.	DCP	COG's	Total	% of Total
50,000 & Over	7	2	5	7	100
25,000 to 49,999	7	3	4	7	100
10,000 to 24,999	21	5	6	11	55
3,000 to 9,999	55	6	0	6	11
500 to 2,999	225	5	0	5	2
		21	15	36	

The time frame for this work is June through October 1970. It is planned that recommendations from the Department of Local Affairs will be submitted two months prior to the 1971 Session of the General Assembly, which normally meets from January until June.

The inventory will search out excessive and unreasonable development requirements. It will seek out local provisions for planned unit development, and it will look for highly restrictive subdivision regulation and zoning ordinance requirements including set back requirements, multi-family unit exclusion, large lots, high front footage, and general "snob zoning" tactics. Additionally, a check on the administration of the ordinances will be conducted to determine to what degree and in what instances they are carried out to the letter or not carried out at all.

A short treatise on the comparative economy of serving planned unit developments as compared to standard large lot development will be prepared. A typical example of the costs required in each of the cases will be rendered on the basis of 100 family units in terms of water, sewer, fire, police, recreation, gas, electricity, and other municipal services. Although it is already known that planned unit development is much less expensive to service, a North Carolina comparative analysis will be needed to back up claims when legislative proposals are made on the local, regional, and State level. See Section 9 on page 32.

The work to be performed on this element by the Department of Local Affairs will be done on a third-party contract basis. During the second year of the plan a follow-up study will be made by the Department, during November and December 1971, to reveal the effect of the efforts made to rectify some of the prohibitive laws and practices. An evaluation of the effectiveness of the legislative steps and changes made at the local, regional, and State level to alleviate excessive requirements will be conducted to determine whether the measures have in fact rendered the ordinances more receptive to industrialized-type and planned unit development home construction. To bolster a continuing scrutinization of local ordinance capacities and administrative practices, the State Planning Division will consider carefully the policy of State review of local zoning determinations in connection with its State Land Policy planning program to recommend to the General Assembly in 1971 or 1973.

7. Modernization of Building Codes

On July 1, 1970, North Carolina will require that all mobile homes which are manufactured from that date forward will have to meet the requirements of the Uniform Standards Code for Mobile Homes. The provisions of the code are applicable to factory built homes. An agency which has been authorized to conduct insepctions at the point of manufacture is the Underwriters Laboratories. The first U. L. labeled mobile home in the United States came off the assembly line in a plant in North Carolina on March 11, 1970. Other labeling agencies will be designated by the Building

Code Council as the demand for this service grows and their capability is proven.

The manufacturer of modular housing units could follow either of these two procedures:

(1) Factory Inspection - Build the units in accordance with the N. C. Residential Building Code or USAS A119.1 as a finished product like a mobile home and apply to Underwriter's Laboratories, etc. for labels under same procedures as a mobile home. The local inspector may accept a prefabricated structure so labeled under section 23 of the N. C. Residential Building Code. NOTE: If a local inspector is required to sign an inspection certificate before the power is turned on, etc., he should insert the words "not inspected, except for utility connection, U. L. labeled" on such certificates for finished U. L. labeled modular dwelling units.

Provisions must be made for making on-site inspections of connecting structural, plumbing, heating and electrical systems for two or more units.

(2) Local Inspection - Build the units in accordance with the N. C. Residential Building Code or USAS A119.1 so that they may be inspected locally. Panels must be left off in appropriate places and should be worked out to the satisfaction of local inspectors so that structural, plumbing, heating and electrical inspection can be made.

After experience has been gained in labeling of factory built homes, the Department of Local Affairs with the guidance of the Department of Insurance's Engineering Division will assess the effectiveness of such an inspection system. A report will be made to the Interagency Committee on Housing with recommendations on what steps should be taken to continually insure high quality construction standards and at the same time remove barriers which tend to stand in the way of quality industrialized housing development. A report will be presented in September 1971.

8. Development of a Housing Assistance Response System for Sponsors and Developers

After several months of operation and after the development of some expertise in the BREAKTHROUGH area, the Department of Local Affairs will develop a formal technical assistance response system for sponsors and developers of low- and moderate-income housing in September 1970. In addition to the establishment and the utilization of the State Housing Information Exchange to render assistance to "housing people" in the State, a housing technical assistance group will be gathered together. The team, which will meet on a regular basis, will be made up of staff members of the State agencies represented on the Interagency Committee on Housing. Assistance to contractors, developers, and sponsors, depending on the nature of the aid requested, will be delivered either on a categorical basis or on a team effort basis. For instance, if assistance is requested specifically in the area of zoning, the categorical expertise of the Division of Community Planning might best serve the needs of the applicant for assistance. On the other hand, if a group requests assistance in the promotion of the free choice of housing where several areas of discrimination may enter, i.e., planning, zoning, building and housing code enforcement, it may require the expertise of several members or the entire team to deal with the request.

Local Affairs, with the expert assistance of the multi-agency Housing Assistance Response Team (HART) in its services to sponsors and developers of BREAKTHROUGH housing for low- and moderate-income families, will develop a program which will include assistance: (1) in developing new projects by bringing together potential sponsors, developers, land owners, producers, and financing institutions; (2) in comprehending and meeting requirements of housing assistance programs; (3) in securing commitments from financial institutions for funding construction and long-term requirements; (4) in acquiring local government cooperation for constructing projects, including securing zoning and building code clearance; (5) in landing the commitment of HUD funding of the subsidized part of a project; and (6) in securing matching HUD funding for water, sewer, community facilities, urban renewal, and Model Cities programs.

Housing assistance delivery will be an out-reach program to help sponsors and developers. Initial contacts will be made via the processes used in estimating housing starts as described in Section 4 on page 23.

9. Promotion of State Housing Efforts

State housing efforts will be promoted in two ways: one on the community level and the other on the State legislative level. The program will begin in September 1970.

The Department of Local Affairs will undertake a promotional campaign aimed at awakening community interest in developing community acceptance of the concept of industrialized housing. The prime aim of the campaign will be to play down the stigma attached to so called "prefab" housing by explaining the many advantageous aspects of industrialized housing. The promotional effort will include information programs to be presented to community groups including builders associations; realtors; professional groups such as planners, architects, engineers, etc.; business groups including civic clubs, Chambers of Commerce, banking organizations, development associations, etc.; churches and benevolent groups; and local government officials. Wherever possible HUD-prepared materials, movies, slides, and pamphlets will be used. Efforts of this nature will be made on both the local and regional levels. State level efforts will be directed primarily through the mass media.

In State government, informational programs will be conducted at the Interagency Committee on Housing level. The first sessions of this body will be mainly educational, and it is planned to hold the first two sessions within two weeks of each other and the following meetings one month apart. This will help agency representatives to learn about BREAKTHROUGH and become familiar with its goals as they relate to their own agency operations.

With building firms and organizations, special promotional efforts will be made particularly with potential sponsors and developers of BREAKTHROUGH type low- to moderate-income family housing units. In November 1970, a

conference will be held with these people to discuss BREAKTHROUGH systems and marketing concepts. Federal and State housing personnel and prototype contractors will be invited to participate. The conference would be held at a prototype project site in the region: either at Macon, Georgia, or at Memphis, Tennessee. Additional trips will be arranged to the prototype sites for potential sponsors and developers. All building firms in the State will be encouraged to visit the prototype sites in the region.

Beginning in September 1970, an effort to review general legislation as it relates to housing in North Carolina will begin in preparation for the 1971 General Assembly session which convenes in January. At this time meetings of the Interagency Committee on Housing will be concerned with the preliminary findings of the Department of Local Affairs on the capabilities of the various plans, ordinances, regulations, and codes on the local level to provide for the development of industrialized housing. The Committee will also be contacting the various professional organizations of the State such as the State Chapters of the American Institute of Architects, American Institute of Planners, the professional Engineering societies, the building and housing inspectors' association, the State builders association, the Institute of Government at the University of North Carolina at Chapel Hill, the North Carolina League of Municipalities, the North Carolina County Commissioners Association, and others who are involved in proposing new legislation and amendments in the building and development fields every two years. Several of the organizations have legislative committees which make recommendations to the General Assembly. Normally, the practice of professionals in the building and development fields is geared closely to the general legislation applicable to them, and in some cases these people work with applicable general legislation almost every day. Therefore, by meeting with these organizations, deficiences in the housing legislation for North Carolina can be found, and through their expertise and pooling of thoughts, new proposals and amendments can be developed. When the General Assembly meets, support through the various lobby operations of these organizations could be of great help in effecting passage.

In September 1970, an examination of the possible legislation in support of increased housing production in North Carolina will begin. Local Affairs will consider the possibility of developing legislation to aid non-profit and limited profit sponsors of low- and moderate-income family housing via various techniques. The Department of Local Affairs will look into developing a program to grant State assistance to local government for promoting low- to moderate-income housing within their local jurisdictions. And lastly, it will consider legislation to modernize the State's administration for running its housing programs including the possible establishment of a staff within a State agency, centralizing within one department all housing programs administered by the State. Local Affairs will render these recommendations to the Interagency Committee on Housing which in turn will study the Statewide applicability and feasibility of the proposals. The Committee will in turn recommend legislation to the General Assembly.

10. Establishment of BREAKTHROUGH Housing Development Targets

The following targets have been set for BREAKTHROUGH development housing in North Carolina. For the Fiscal Year, July 1970 - June 1971, the goal is set at 2000 units: 1500 units for low- and moderate-income families and 500 units for middle- and upper-income families. For the following Fiscal Year, July 1971 - June 1972, the goal is set at 3500 units: 2800 units for low- and moderate-income families and 700 units for middle- and upper-income families.

The estimates for both fiscal years are very rough and are based on crude information taken from estimates of potential housing starts based on site availability and unit capacity of the North Carolina site submissions for prototype projects made in 1969 through the efforts of the Department of Local Affairs. Additionally, estimates are based upon conversations held at meetings with Councils of Governments and regional planning and development agencies. The goals which are herewith established for BREAKTHROUGH housing development in the State are temporary and will be changed and updated as new information is injected into the State Housing Information Exchange operation (November 1970).

The establishment of the new BREAKTHROUGH Housing unit targets will be based upon the potential housing start information received from the Councils of Governments', Regional Planning Commissions', and Department of Local Affairs' initial inputs (June, July and August 1970) and first quarterly inputs (November 1970) into the State Housing Information Exchange. The State Planning Division will review the data received to determine the number of planned housing units which might utilize BREAKTHROUGH industrialized production systems.

It is expected that after the staff gains more experience in the area and after BREAKTHROUGH housing development systems are accepted by the public (consumers, sponsors, and developers), targeting will become very flexible. It is suspected that the Exchange information system will attain the degree of quality where it will be highly sensitive to the housing situation in the State to the point that targeting may justifiably change from month to month reflecting the situation. The flexible and continually changing statement of targets which will be based on the estimates of potential housing starts, site identification, and other information gathered by the State Housing Information Exchange, will be expressed in as explicit terms as possible. The statement of targets will include: projected yearly numbers of housing starts utilizing BREAKTHROUGH type units; projected yearly numbers of housing starts representing single-family detached units; projected numbers of multi-family units of the walk-up and elevator development types; projected price ranges for each type of unit; the income groups for which BREAKTHROUGH housing is targeted and the numbers of units designed for each of these income groups; and the designation of geographic areas in which the units would be constructed including the projected numbers of units to be built in each of these geographic areas.

It will take about three months of gathering pertinent information, of analysis, and of calculation to justify the establishment of BREAKTHROUGH housing development targets to the explicit degrees which are indicated in the above. It is felt, however, that the State Planning Division will have the caliber information needed to perform this task on or about the time of the November 1970 input of housing start estimates and housing

site identifications into the Exchange. This will represent the first scheduled, quarterly input contribution from the Department of Local Affairs, Councils of Governments, and regional planning and development commissions and districts which will take place regularly over the two-year planned BREAKTHROUGH Operations period. If proven to be of value in the two-year operation period, the procedure will be continued indefinitely.

In November, carefully calculated housing development targets will be made for the remaining half of Fiscal Year July 1970 - June 1971 and for the entire Fiscal Year of July 1971 - June 1972. These will be made with the assistance of the Planning Information Systems Coordinator of the State Planning Division staff. The housing development targets will be broken down into the categories which are given in the above and into others which may be found to be necessary to serve the purpose of finding and creating sponsors and developers to absorb the full capacity of North Carolina's housing production facilities.

11. Promotion of Free Choice of Housing

It is recognized that the ultimate success of Operation BREAKTHROUGH depends very heavily upon the elimination of discriminatory practices in housing in North Carolina and the Nation. It is recognized that forcible solutions are not the answers to this dilemma in North Carolina. It would be foolhardy and delusional to think that forcible mixture of racial, ethnic, and economic groups is the panacea to the polarization of residential living patterns.

Beginning in August 1970, the obstacles which stand in the path of free choice and equality of opportunity of housing in North Carolina will be identified. The assistance of the North Carolina Good Neighbor Council will be solicited. Information on obstacles will be gathered from home-builders, housing officials, FHA offices, housing sponsors, local good neighbor councils, fair housing groups, civil rights organizations, lawyers, housing authorities, and low-income area organizations. Based

on information gathered, a report will be made to the Interagency Committee on Housing which in turn will decide upon an action program to overcome obstacles to open housing in the State. Concurrently, parallel activities on the regional and COG level of government will be encouraged.

on of mentally ill persons, mentally retarded, or inebriates without having a license therefor from the Department of Mental Health, or from the State Board of Public Welfare in accordance with subsection (e) of this section. Any person who carries on, conducts or attempts to carry on or conduct a private hospital, home, or school for the cure, treatment or rehabilitation of mentally ill persons, mentally retarded, or inebriates without having a license therefor from the Department of Mental Health or from the State Board of Public Welfare in accordance with subsection (e) of this section shall be guilty of a misdemeanor and upon conviction thereof shall be punished by a fine of not more than one thousand dollars ($1,000.00), or by imprisonment for not more than six (6) months, or by both such fine and imprisonment. The managing and executive officers of any corporation violating the provisions of this section shall be liable under the provisions of this section in the same manner and to the same extent as a private individual violating the law.

(b) Licenses shall be obtained annually. Every application for license hereunder shall be accompanied by a plan of the premises proposed to be occupied describing the capacities of the buildings for the uses intended, the extent and location of the grounds and the number of patients proposed to be received therein with such other information and in such form as the Department may require. The Board of Mental Health may by rules or regulations prescribe minimum standards of safety, sanitation, medical, nursing, and other facilities and equipment for each type of establishment which must be met by the applicant before a license will be granted by the Department.

(e) The authority to license nonmedical privately operated homes or other nonmedical institutions (including religious facilities) for mentally ill persons, mentally retarded persons, and inebriates shall be the responsibility of the State Board of Public Welfare, and in such cases, in construing the provisions of subsections (b) and (c) herein, the words "State Board of Public Welfare" shall be substituted for every reference to the Department of Mental Health or the Board of Mental Health. (1899, c. 1; s. 60; Rev., s. 4600; C. S., s. 6219; 1945, c. 952, s. 41; 1957, c. 100, ss. 1, 4; 1963, c. 1166, s. 7; 1965, c. 1178, ss. 1-3; 1969, c. 954.)

Editor's Note.—

The 1969 amendment, effective July 1, 1969, deleted "first" preceding "having" and "obtained" following "having" in the first and second sentences of subsection (a), added the first sentence of subsection (b) and deleted a reference to subsection (d) in subsection (e).

As subsections (c) and (d) were not changed by the amendment, they are not set out.

Chapter 122A.

North Carolina Housing Corporation.

Sec.
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§ 122A-1. Short title.—This chapter shall be known and may be cited as the "North Carolina Housing Corporation Act." (1969, c. 1235, s. 1.)

§ 122A-2. Legislative findings and purposes.—The General Assembly hereby finds and declares that as a result of the spread of slum conditions and blight to formerly sound urban and rural neighborhoods and as a result of actions involving highways, public facilities and urban renewal activities there exists in the State of North Carolina a serious shortage of decent, safe and sanitary residential housing available at low prices or rentals to persons and families of lower income. This shortage is severe in certain urban areas of the State, is especially critical in the rural areas, and is inimical to the health, safety, welfare and prosperity of all residents of the State and to the sound growth of North Carolina communities.

The General Assembly hereby finds and declares further that private enterprise and investment have not been able to produce, without assistance, the needed construction of decent, safe and sanitary residential housing at low prices or rentals which persons and families of lower income can afford, or to achieve the urgently needed rehabilitation of much of the present lower income housing. It is imperative that the supply of residential housing for persons and families of lower income affected by the spread of slum conditions and blight and for persons and families of lower income displaced by public actions or natural disaster be increased and that private enterprise and investment be encouraged to sponsor, build and rehabilitate residential housing for such persons and families, to help prevent the recurrence of slum conditions and blight and assist in their permanent elimination throughout North Carolina.

The General Assembly hereby finds and declares further that the purposes of this chapter are to provide financing for development costs, land development and residential housing construction, new or rehabilitated, for sale or rental to persons and families of lower income.

The General Assembly hereby finds and declares further that in accomplishing this purpose, the North Carolina Housing Corporation, a public agency and an instrumentality of the State, is acting in all respects for the benefit of the people of the State in the performance of essential public functions and serves a public purpose in improving and otherwise promoting their health, welfare and prosperity, and that the North Carolina Housing Corporation is empowered to act on behalf of the State of North Carolina and its people in serving this public purpose for the benefit of the general public. (1969, c. 1235, s 2.)

§ 122A-3. Definitions.—The following words and terms, unless the context clearly indicates a different meaning, shall have the following respective meanings:

(1) "Bonds" or "notes" means the bonds or bond anticipation notes authorized to be issued by the Corporation under this chapter but shall not include any fund notes;

(2) "Corporation" means the North Carolina Housing Corporation created by this chapter;

(3) "Development Costs" means the costs approved by the Corporation as appropriate expenditures which may be incurred by sponsors, builders and developers of residential housing, prior to commitment and initial advance of the proceeds of a construction loan or of a mortgage, including but not limited to:

a. Payments for options to purchase properties on the proposed residential housing site, deposits on contracts of purchase, or with prior approval of the Corporation, payments for the purchase of such properties,

b. Legal and organizational expenses, including payments of attorneys' fees, project manager, clerical and other staff salaries, office rent and other incidental expenses,

c. Payment of fees for preliminary feasibility studies and advances for planning, engineering and architectural work,

d. Expenses for tenant surveys and market analyses, and

e. Necessary application and other fees;

(4) "Fund notes" means the notes authorized to be issued by the Corporation under the provisions of § 122A-7;

(5) "Governmental agency" means any department, division, public agency, political subdivision or other public instrumentality of the State, the federal government, any other State or public agency, or any two or more thereof;

(6) "Housing development fund" means the housing development fund created by § 122A-7;

(7) "Insured construction loan" means a construction loan for land development or residential housing which is secured by a federally insured mortgage or which is insured by the United States or an instrumentality thereof, or for which there is a commitment by the United States or an instrumentality thereof to insure such a loan;

(8) "Insured mortgage" or "insured mortgage loan" means a mortgage loan for residential housing insured or guaranteed by the United States or an instrumentality thereof or for which there is a commitment by the United States or an instrumentality thereof to insure such a mortgage;

(9) "Land development" means the process of acquiring land primarily for residential housing construction for persons and families of lower income and making, installing or constructing nonresidential housing improvements, including water, sewer and other utilities, roads, streets, curbs, gutters, sidewalks, storm drainage facilities and other installations or works, whether on or off the site, which the Corporation deems necessary or desirable to prepare such land primarily for residential housing construction;

(10) "Obligations" means any bonds, bond anticipation notes or fund notes authorized to be issued by the Corporation under the provisions of this chapter;

(11) "Persons and families of lower income" means persons and families deemed by the Corporation to require such assistance as is made available by this chapter on account of insufficient personal or family income, taking into consideration, without limitation, such factors as (i) the amount of the total income of such persons and families available for housing needs, (ii) the size of the family, (iii) the cost and condition of housing facilities available, (iv) the eligibility of such persons and families for federal housing assistance of any type predicated upon a lower income basis and (v) the ability of such persons and families to compete successfully in the normal housing market and to pay the amounts at which private enterprise is providing decent, safe and sanitary housing, and deemed by the Corporation therefore to be eligible to occupy residential housing constructed and financed, wholly or in part, with insured construction loans or insured mortgages, or with other public or private assistance;

(12) "Residential housing" means a specific work or improvement undertaken primarily to provide dwelling accommodations for persons and families of lower income, including the acquisition, construction or rehabilitation of land, buildings and improvements thereto, and such other nonhousing facilities as may be incidental or appurtenant thereto; and

(13) "State" means the State of North Carolina. (1969, c. 1235, s. 3.)

§ 122A-4. North Carolina Housing Corporation. — There is hereby created a body politic and corporate to be known as the "North Carolina Housing Corporation" which shall be constituted a public agency and an instrumentality of the State for the performance of essential public functions. The Corporation

shall be composed of nine members. The State Treasurer, Director of the Department of Administration, Director of the Department of Conservation and Development, Director of the Department of Local Affairs and the State Health Officer and their successors in office from time to time shall, by virtue of their incumbency in such offices and without further appointment or qualification, be members of the Corporation. The Governor shall appoint the other four members of the Corporation who shall be residents of the State and shall not hold other public office. One of such appointees shall have had experience in real estate, one shall have had experience in banking, one shall have had experience in mortgage finance and another shall have had experience in insurance. The four members of the Corporation thus appointed shall continue in office for terms of one, two, three and four years, respectively, as designated by the Governor, and until their successors shall be duly appointed and qualified. The successor of each such member shall be appointed for a term of four years and until his successor shall be duly appointed and qualified, except that any person appointed to fill a vacancy shall serve only for the unexpired term. Any member of the Corporation shall be eligible for reappointment. Each member of the Corporation appointed by the Governor may be removed by the Governor for misfeasance, malfeasance or wilful neglect of duty after reasonable notice and a public hearing, unless the same are in writing expressly waived. Each member of the Corporation appointed by the Governor before entering upon his duty shall take an oath of office to administer the duties of his office faithfully and impartially and a record of such oath shall be filed in the office of the Secretary of State. The Governor shall designate a member of the Corporation to serve as chairman. The term of the chairman shall extend to the earlier of either the date of expiration of his then current term as a member of the Corporation or a date six months after the expiration of the then current term of the Governor designating such chairman. The Corporation shall annually elect one of its members as vice-chairman. The Corporation shall also elect or appoint, and prescribe the duties of, such other officers as the Corporation deems necessary or advisable, including an executive director and a secretary, and the Governor and the Advisory Budget Commission shall fix the compensation of such officers.

No part of the revenues or assets of the Corporation shall inure to the benefit of or be distributable to its members or officers or other private persons. The members of the Corporation shall receive no compensation for their services but shall be entitled to receive, from funds of the Corporation, for attendance at meetings of the Corporation or any committee thereof and for other services for the Corporation reimbursement for such actual expenses as may be incurred for travel and subsistence in the performance of official duties and, only as to the members appointed by the Governor, such per diem as is allowed by law for members of other State boards, commissions and committees.

The executive director shall administer, manage and direct the affairs and business of the Corporation, subject to the policies, control and direction of the members of the Corporation. The secretary of the Corporation shall keep a record of the proceedings of the Corporation and shall be custodian of all books, documents and papers filed with the Corporation, the minute book or journal of the Corporation and its official seal. He shall have authority to cause copies to be made of all minutes and other records and documents of the Corporation and to give certificates under the official seal of the Corporation to the effect that such copies are true copies, and all persons dealing with the Corporation may rely upon such certificates. Five members of the Corporation shall constitute a quorum and the affirmative vote of five members at a meeting of the members duly called and held shall be necessary for any action taken by the membership of the Corporation except adjournment. No vacancy in the membership of the Corporation shall impair the rights of a quorum to exercise all the rights and to perform all the duties of the Corporation. (1969, c. 1235, s. 4.)

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§ 122A-5. General powers.—The Corporation shall have all of the powers necessary or convenient to carry out and effectuate the purposes and provisions of this chapter, including, but without limiting the generality of the foregoing, the power:

(1) To make or participate in the making of insured construction loans to sponsors of land development or residential housing; provided, however, that such loans shall be made only upon the determination by the Corporation that construction loans are not otherwise available, wholly or in part, from private lenders upon reasonably equivalent terms and conditions;

(2) To make or participate in the making of insured mortgage loans to sponsors of residential housing; provided, however, that such loans shall be made only upon the determination by the Corporation that mortgage loans are not otherwise available, wholly or in part, from private lenders upon reasonably equivalent terms and conditions;

(3) To purchase or participate in the purchase of insured mortgage loans made to sponsors of residential housing or to persons of lower income for residential housing where the Corporation has given approval prior to the initial making of such loan; provided, however, that any such purchase shall be made only upon the determination by the Corporation that mortgage loans were, at the time such approval was given, not otherwise available, wholly or in part, from private lenders upon reasonably equivalent terms and conditions;

(4) To make temporary loans from the housing development fund;

(5) To collect and pay reasonable fees and charges in connection with making, purchasing and servicing its loans, notes, bonds, commitments and other evidences of indebtedness;

(6) To acquire on a temporary basis real property, or an interest therein, in its own name, by purchase, transfer or foreclosure, where such acquisition is necessary or appropriate to protect any loan in which the Corporation has an interest and to sell, transfer and convey any such property to a buyer and, in the event such sale, transfer or conveyance cannot be effected with reasonable promptness or at a reasonable price, to rent or lease such property to a tenant pending such sale, transfer or conveyance;

(7) To sell, at public or private sale, all or any part of any mortgage or other instrument or document securing a construction, land development, mortgage or temporary loan of any type permitted by this chapter;

(8) To procure insurance against any loss in connection with its operations in such amounts, and from such insurers, as it may deem necessary or desirable;

(9) To consent, whenever it deems it necessary or desirable in the fulfillment of its corporate purposes, to the modification of the rate of interest, time of payment of any installment of principal or interest, or any other terms, of any mortgage loan, mortgage loan commitment, construction loan, temporary loan, contract or agreement of any kind to which the Corporation is a party;

(10) To borrow money as herein provided to carry out and effectuate its corporate purposes and to issue its obligation as evidence of any such borrowing;

(11) To include in any borrowing such amounts as may be deemed necessary by the Corporation to pay financing charges, interest on the obligations for a period not exceeding two years from their date, consultant, advisory and legal fees and such other expenses as are necessary or incident to such borrowing;

(12) To make and publish rules and regulations respecting its lending programs and such other rules and regulations as are necessary to effectuate its corporate purposes;

(13) To provide technical and advisory services to sponsors, builders and developers of residential housing and to residents thereof;

(14) To promote research and development in scientific methods of constructing low cost residential housing of high durability;

(15) To make and execute agreements, contracts and other instruments necessary or convenient in the exercise of the powers and functions of the Corporation under this chapter, including contracts with any person, firm, corporation, governmental agency or other entity, and each and any North Carolina governmental agency is hereby authorized to enter into contracts and otherwise cooperate with the Corporation to facilitate the purposes of this chapter;

(16) To receive, administer and comply with the conditions and requirements respecting any appropriation or any gift, grant or donation of any property or money;

(17) To sue and be sued in its own name, plead and be impleaded;

(18) To maintain an office in the city of Raleigh and at such other place or places as it may determine;

(19) To adopt an official seal and alter the same at pleasure;

(20) To adopt bylaws for the regulation of its affairs and the conduct of its business and to prescribe rules, regulations and policies in connection with the performance of its functions and duties; and

(21) To employ fiscal consultants, engineers, attorneys, real estate counselors, appraisers and such other consultants and employees as may be required in the judgment of the Corporation and to fix and pay their compensation from funds available to the Corporation therefor. (1969, c. 1235, s. 5.)

§ 122A-6. Credit of State not pledged.—Obligations issued under the provisions of this chapter shall not be deemed to constitute a debt, liability or obligation of the State or of any political subdivision thereof or a pledge of the faith and credit of the State or of any such political subdivision, but shall be payable solely from the revenues or assets of the Corporation. Each obligation issued under this chapter shall contain on the face thereof a statement to the effect that the Corporation shall not be obligated to pay the same nor the interest thereon except from the revenues or assets pledged therefor and that neither the faith and credit nor the taxing power of the State or of any political subdivision thereof is pledged to the payment of the principal of or the interest on such obligation.

Expenses incurred by the Corporation in carrying out the provisions of this chapter may be made payable from funds provided pursuant to this chapter and no liability shall be incurred by the Corporation hereunder beyond the extent to which moneys shall have been so provided. (1969, c. 1235, s. 6.)

§ 122A-7. Housing development fund. — There is hereby created and established a special revolving loan fund to be known as the "housing development fund" and to be administered by the Corporation as a trust fund separate and distinct from any other moneys or funds administered by the Corporation.

The housing development fund shall be comprised of the proceeds of grants and contributions and of fund notes issued by the Corporation for the purpose of providing funds therefor. The Corporation is hereby authorized to receive and accept from any source whatever any grants or contributions for the housing development fund. The Corporation is further authorized to provide for the issuance, at one time or from time to time, of housing development fund notes for the purpose of providing funds for such fund; provided, however, that not more than five million dollars ($5,000,000.00) fund notes shall be outstanding at any

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one time. The principal of and the interest on any such fund notes shall be payable solely from the housing development fund. The fund notes of each issue shall be dated, shall mature at such time or times not exceeding ten years from their date or dates, and may be made redeemable before maturity, at the option of the Corporation, at such price or prices and under such terms and conditions as may be determined by the Corporation. The Corporation shall determine the form and manner of execution of the fund notes, including any interest coupons to be attached thereto, and shall fix the denomination or denominations and the place or places of payment of principal and interest, which may be any bank or trust company within or without the State or any agent, including the lender. In case any officer whose signature or a facsimile of whose signature shall appear on any fund notes or coupons attached thereto shall cease to be such officer before the delivery thereof, such signature or such facsimile shall nevertheless be valid and sufficient for all purposes the same as if he had remained in office until such delivery. The fund notes may be issued in coupon or in registered form, or both, as the Corporation may determine, and provision may be made for the registration of any coupon fund notes as to principal alone and also as to both principal and interest, and for the reconversion into coupon fund notes of any fund notes registered as to both principal and interest, and for the interchange of registered and coupon fund notes. Any such fund notes shall bear interest at such rate or rates as may be determined by the Corporation and may be sold in such manner, either at public or private sale, and for such price as the Corporation shall determine to be for the best interest of the Corporation and best effectuate the purposes of this chapter.

The proceeds of any fund notes shall be used solely for the purposes for which issued and shall be disbursed in such manner and under such restrictions, if any, as the Corporation may provide in the resolution authorizing the issuance of such fund notes. The Corporation may provide for the replacement of any fund notes which shall become mutilated or shall be destroyed or lost.

Fund notes may be issued under the provisions of this section without obtaining the consent of any department, division, commission, board, body, bureau or agency of the State, and without any other proceedings or the happening of any conditions or things other than those proceedings, conditions or things which are specifically required by this chapter and the provisions of the resolution authorizing the issuance of such fund notes.

The purpose of the housing development fund is to provide a source from which the Corporation may make temporary loans, and the Corporation is authorized to make temporary loans from the housing development fund, at such interest rate or rates as may be determined by the Corporation to be for the best interest of the Corporation and best effectuate the purposes of this chapter, and with such security for repayment as the Corporation deems reasonably necessary and practicable, to

(1) Defray development costs of sponsors, builders and developers of residential housing, or

(2) Provide to persons and families of lower income who are applying for mortgages, the amounts required to make down payments and pay closing costs, or

(3) Make or participate in the making of construction loans which are not federally insured to sponsors, builders and developers of land development or residential housing; provided, however, that such loans shall be made only upon the determination by the Corporation that construction loans are not otherwise available, wholly or in part, from private lenders upon reasonably equivalent terms and conditions; and provided further that no such loan shall be made unless

a. The United States or an instrumentality thereof has approved the subdivision planning and has agreed to insure the mortgage

loan or loans, the proceeds of which shall be applied to the payment of all or any part of such construction loans, and

b. A North Carolina banking or lending institution has agreed to furnish not less than 20% of such construction loan, the security interest of the banking or lending institution under the loan to be subordinate in all respects to the Corporation's security interest in such loan.

No temporary loan shall be made by the Corporation from the housing development fund except in accordance with a written agreement which shall include, without limitation, the following terms and conditions:

(1) The proceeds of such loan shall be used only for the purposes for which such loan shall have been made as provided in the agreement;

(2) Such loan shall be repaid in full as provided in the agreement;

(3) All repayments in connection with a loan to defray development costs shall be made concurrent with receipt by the borrower of the proceeds of a construction loan or mortgage loan, as the case may be, or at such other times as the Corporation deems reasonably necessary or practicable; and

(4) Such security for repayment shall be specified and shall be upon such terms and conditions as the Corporation deems reasonably necessary or practicable to insure all repayments.

No funds from the housing development fund shall be used to carry on propaganda or otherwise attempt to influence legislation. (1969, c. 1235, s. 7.)

§ 122A-8. Bonds and notes.—The Corporation is hereby authorized to provide for the issuance, at one time or from time to time, of not exceeding two hundred million dollars ($200,000,000) bonds of the Corporation to carry out and effectuate its corporate purposes; provided, however, that not more than fifty million dollars ($50,000,000) bonds shall be issued prior to June 30, 1971. In anticipation of the issuance of such bonds, the Corporation also is hereby authorized to provide for the issuance, at one time or from time to time, of bond anticipation notes; provided, however, that prior to June 30, 1971 the total amount of bonds and bond anticipation notes outstanding, at any one time shall not exceed fifty million dollars ($50,000,000.00) excluding therefrom any bond anticipation notes for the payment of which bonds shall have been issued. The principal of and the interest on such bonds or notes shall be payable solely from the funds herein provided for such payment. Any such notes may be made payable from the proceeds of bonds or renewal notes or, in the event bond or renewal note proceeds are not available, such notes may be paid from any available revenues or assets of the Corporation. The bonds or notes of each issue shall be dated and may be made redeemable before maturity at the option of the Corporation at such price or prices and under such terms and conditions as may be determined by the Corporation. Any such bonds or notes shall bear interest at such rate or rates as may be determined by the Local Government Commission of North Carolina with the approval of the Corporation. Notes shall mature at such time or times not exceeding 10 years from their date or dates and bonds shall mature at such time or times not exceeding 40 years from their date or dates, as may be determined by the Corporation. The Corporation shall determine the form and manner of execution of the bonds or notes, including any interest coupons to be attached thereto, and shall fix the denomination or denominations and the place or places of payment of principal and interest, which may be any bank or trust company within or without the State. In case any officer whose signature or a facsimile of whose signature shall appear on any bonds or notes or coupons attached thereto shall cease to be such officer before the delivery thereof, such signature or such facsimile shall nevertheless be valid and sufficient for all purposes the same as if he had remained in office until such delivery. The Corporation may also provide for the authentication of the bonds or notes by a trustee or fiscal agent. The bonds or notes may be

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issued in coupon or in registered form, or both, as the Corporation may determine, and provision may be made for the registration of any coupon bonds or notes as to principal alone and also as to both principal and interest, and for the reconversion into coupon bonds or notes of any bonds or notes registered as to both principal and interest, and for the interchange of registered and coupon bonds or notes. Upon the filing with the Local Government Commission of North Carolina of a resolution of the Corporation requesting that its bonds or notes be sold, such bonds or notes may be sold in such manner, either at public or private sale, and for such price as said Commission shall determine to be for the best interest of the Corporation and best effectuate the purposes of this chapter provided that such sale shall be approved by the Corporation.

The proceeds of any bonds or notes shall be used solely for the purposes for which issued and shall be disbursed in such manner and under such restrictions, if any, as the Corporation may provide in the resolution authorizing the issuance of such bonds or notes or in the trust agreement hereinafter mentioned securing the same.

Prior to the preparation of definitive bonds, the Corporation may, under like restrictions, issue interim receipts or temporary bonds, with or without coupons, exchangeable for definitive bonds when such bonds shall have been executed and are available for delivery. The Corporation may also provide for the replacement of any bonds or notes which shall become mutilated or shall be destroyed or lost.

Bonds or notes may be issued under the provisions of this chapter without obtaining, except as otherwise expressly provided in this chapter, the consent of any department, division, commission, board, body, bureau or agency of the State, and without any other proceedings or the happening of any conditions or things other than those proceedings, conditions or things which are specifically required by this chapter and the provisions of the resolution authorizing the issuance of such bonds or notes or the trust agreement securing the same. (1969, c. 1235, s. 8.)

§ 122A-9. Trust agreement or resolution.—In the discretion of the Corporation any obligations issued under the provisions of this chapter may be secured by a trust agreement by and between the Corporation and a corporate trustee, which may be any trust company or bank having the powers of a trust company within or without the State. Such trust agreement or the resolution providing for the issuance of such obligations may pledge or assign all or any part of the revenues or assets of the Corporation, including, without limitation, mortgage loans, mortgage loan commitments, construction loans, temporary loans, contracts, agreements and other security or investment obligations, the fees or charges made or received by the Corporation, the moneys received in payment of loans and interest thereon and any other moneys received or to be received by the Corporation. Such trust agreement or resolution may contain such provisions for protecting and enforcing the rights and remedies of the holders of any such obligations as may be reasonable and proper and not in violation of law, including covenants setting forth the duties of the Corporation in relation to the purposes to which obligation proceeds may be applied, the disposition or pledging of the revenues or assets of the Corporation, the terms and conditions for the issuance of additional obligations, and the custody, safeguarding and application of all moneys. It shall be lawful for any bank or trust company incorporated under the laws of the State which may act as depositary of the proceeds of obligations, revenues or other money hereunder to furnish such indemnifying bonds or to pledge such securities as may be required by the Corporation. Any such trust agreement or resolution may set forth the rights and remedies of the holders of any obligations and of the trustee, and may restrict the individual right of action by any such holders. In addition to the foregoing, any such trust agreement or resolution may contain such other provisions as the Corporation may deem reasonable and proper for the security of the holders of any obligations. All expenses incurred in carrying out the provisions of such trust agreement or resolution may be paid from the revenues or assets

pledged or assigned to the payment of the principal of and the interest on obligations or from any other funds available to the Corporation. (1969, c. 1235, s. 9.)

§ 122A-10. Validity of any pledge.—The pledge of any assets or revenues of the Corporation to the payment of the principal of or the interest on any obligations of the Corporation shall be valid and binding from the time when the pledge is made and any such assets or revenues shall immediately be subject to the lien of such pledge without any physical delivery thereof or further act, and the lien of any such pledge shall be valid and binding as against all parties having claims of any kind in tort, contract or otherwise against the Corporation, irrespective of whether such parties have notice thereof. Nothing herein shall be construed to prohibit the Corporation from selling any assets subject to any such pledge except to the extent that any such sale may be restricted by the trust agreement or resolution providing for the issuance of such obligations. (1969, c. 1235, s. 10.)

§ 122A-11. Trust funds.—Notwithstanding any other provisions of law to the contrary, all moneys received pursuant to the authority of this chapter shall be deemed to be trust funds to be held and applied solely as provided in this chapter. The resolution authorizing any obligations or the trust agreement securing the same may provide that any of such moneys may be temporarily invested pending the disbursement thereof and shall provide that any officer with whom, or any bank or trust company with which, such moneys shall be deposited shall act as trustee of such moneys and shall hold and apply the same for the purposes hereof, subject to such regulations as this chapter and such resolution or trust agreement may provide. Any such moneys or any other moneys of the Corporation may be invested as provided in G.S. 159-28.1. (1969, c. 1235, s. 11.)

§ 122A-12. Remedies.—Any holder of obligations issued under the provisions of this chapter or any coupons appertaining thereto, and the trustee under any trust agreement or resolution authorizing the issuance of such obligations, except to the extent the rights herein given may be restricted by such trust agreement or resolution, may, either at law or in equity, by suit, action, mandamus or other proceeding, protect and enforce any and all rights under the laws of the State or granted hereunder or under such trust agreement or resolution, or under any other contract executed by the Corporation pursuant to this chapter, and may enforce and compel the performance of all duties required by this chapter or by such trust agreement or resolution to be performed by the Corporation or by any officer thereof. (1969, c. 1235, s. 12.)

§ 122A-13. Negotiable instruments.—Notwithstanding any of the foregoing provisions of this chapter or any recitals in any obligations issued under the provisions of this chapter, all such obligations and interest coupons appertaining thereto shall be and are hereby made negotiable instruments under the laws of this State, subject only to any applicable provisions for registration. (1969, c. 1235, s. 13.)

§ 122A-14. Obligations eligible for investment. — Obligations issued under the provisions of this chapter are hereby made securities in which all public officers and public bodies of the State and its political subdivisions, all insurance companies, trust companies, banking associations, investment companies, executors, administrators, trustees and other fiduciaries may properly and legally invest funds, including capital in their control or belonging to them. Such obligations are hereby made securities which may properly and legally be deposited with and received by any State or municipal officer or any agency or political subdivision of the State for any purpose for which the deposit of bonds, notes or obligations of the State is now or may hereafter be authorized by law. (1969, c. 1235, s. 14.)

§ 122A-15. Refunding obligations.—The Corporation is hereby authorized to provide for the issuance of refunding obligations for the purpose of refunding any obligations then outstanding which shall have been issued under the provisions

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this chapter, including the payment of any redemption premium thereon and interest accrued or to accrue to the date of redemption of such obligations d, if deemed advisable by the Corporation, for any corporate purpose of the rporation. The issuance of such obligations, the maturities and other details reof, the rights of the holders thereof, and the rights, duties and obligations of e Corporation in respect of the same shall be governed by the provisions of this apter which relate to the issuance of obligations, insofar as such provisions may be propriate therefor.

Refunding obligations may be sold or exchanged for outstanding obligations ued under this chapter and, if sold, the proceeds thereof may be applied, in dition to any other authorized purposes, to the purchase, redemption or payment such outstanding obligations. Pending the application of the proceeds of any ch refunding obligations, with any other available funds, to the payment of the incipal, accrued interest and any redemption premium on the obligations being funded, and, if so provided or permitted in the resolution authorizing the issuance such refunding obligations or in the trust agreement securing the same, to the yment of any interest on such refunding obligations and any expenses in connecn with such refunding, such proceeds may be invested in direct obligations of, obligations the principal of and the interest on which are unconditionally guaraned by, the United States of America which shall mature or which shall be subject redemption by the holders thereof, at the option of such holders, not later than e respective dates when the proceeds, together with the interest accruing thereon, ll be required for the purposes intended. (1965, c. 1235, s. 15.)

§ 122A-16. Annual reports.—The Corporation shall, promptly following e close of each fiscal year, submit an annual report of its activities for the precedg year to the Governor, State Auditor, the General Assembly, the Advisory dget Commission and the Local Government Commission. Each such report all set forth a complete operating and financial statement of the Corporation ring such year. The Corporation shall cause an audit of its books and accounts be made at least once in each year by an independent certified public accountant d the cost thereof may be paid from any available moneys of the Corporation. 969, c. 1235, s. 16.)

§ 122A-17. Officers not liable.—No member or other officer of the Corpotion shall be subject to any personal liability or accountability by reason of his ecution of any obligations or the issuance thereof. (1969, c. 1235, s. 17.)

§ 122A-18. Authorization to accept appropriated moneys. — The rporation is authorized to accept such moneys as may be appropriated from e to time by the General Assembly for effectuating its corporate purposes includg, without limitation, the payment of the initial expenses of administration and eration and the establishment of a reserve or contingency fund to be available the payment of the principal of and the interest on any bonds or notes of the orporation. (1969, c. 1235, s. 18.)

§ 122A-19. Tax exemption.—The exercise of the powers granted by this apter will be in all respects for the benefit of the people of the State, for their ll-being and prosperity and for the improvement of their social and economic nditions, and the Corporation shall not be required to pay any tax or assessment any property owned by the Corporation under the provisions of this chapter or on the income therefrom.

Any obligations issued by the Corporation under the provisions of this chapter, ir transfer and the income therefrom (including any profit made on the sale reof), shall at all times be free from taxation by the State or any local unit or litical subdivision or other instrumentality of the State, excepting inheritance or t taxes. (1969, c. 1235, s. 19.)

§ 122A-20. Conflict of interest.—If any member, officer or employee of Corporation shall be interested either directly or indirectly, or shall be an

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officer or employee of or have an ownership interest in any firm or corporati interested directly or indirectly in any contract with the Corporation, including a loan to any sponsor, builder or developer, such interest shall be disclosed to t Corporation and shall be set forth in the minutes of the Corporation, and t member, officer or employee having such interest therein shall not participate behalf of the Corporation in the authorization of any such contract. (1969, c. 123 s. 20.)

§ 122A-21. Additional method.—The foregoing sections of this chapt shall be deemed to provide an additional and alternative method for the doing the things authorized thereby and shall be regarded as supplemental and additio to powers conferred by other laws, and shall not be regarded as in derogation any powers now existing; provided, however, that the issuance of bonds or no under the provisions of this chapter need not comply with the requirements any other law applicable to the issuance of bonds or notes. (1969, c. 1235, s. 21.)

§ 122A-22. Chapter liberally construed.—This chapter, being necess for the prosperity of the State and its inhabitants, shall be liberally construed effect the purposes thereof. (1969, c. 1235, s. 22.)

§ 122A-23. Inconsistent laws inapplicable.—Insofar as the provisions this chapter are inconsistent with the provisions of any general or special law or parts thereof, the provisions of this chapter shall be controlling. (1969, c. 123 s. 24.)

Chapter 127.

Militia.

Article 11.

General Provisions.

Sec.
127-106.2. Immunity of guardsmen from civil and criminal liability.

ARTICLE 7.

Pay of Militia.

§ 127-79. Rate of pay for service. — The Governor may, whenever public service requires it, order upon special or regular duty any officer or enli man of the national guard or naval militia, and the expenses and compensa therefor of such officer and enlisted man shall be paid out of the appropriati made to the Adjutant General's Department. Such officer and enlisted man s receive the same pay as officers and enlisted men of the same grade and like vice of the regular service, provided that no such officer or enlisted man shall ceive less than eight dollars ($8.00) per day; but officers when on duty in con tion with examining boards, efficiency boards, advisory boards, and courts of quiry shall be allowed per diem and subsistence prescribed for lawful State bo and commissions generally for such duty. Officers serving on general or sp courts-martial shall receive the base pay of their rank. No staff officer who recei a salary from the State as such shall be entitled to any additional compensa other than actual and necessary expenses incurred while traveling upon or issued by the proper authority. (1917, c. 200, s. 51; C. S., s. 6865; 1935, c. 4 1949, c. 1130, s. 4; 1959, c. 218, s. 18; 1963, c. 1019, s. 1; 1969, c. 986.)

Editor's Note.—

The 1969 amendment inserted in the second sentence "provided that no such officer or enlisted man shall receive less t eight dollars ($8.00) per day."

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"News & Observer" August 1, 1970

N. C. High Court Upholds Housing Authority Law

By ROD COCKSHUTT

Staff Writer

In a long awaited opinion, the State Supreme Court Friday reversed a lower court decision and, by a margin of 5-2, upheld the constitutionality of a legislative act creating the North Carolina Housing Authority.

In an opinion writen by Chief Justice William H. Bobbitt, the court declared "we accept the legislative findings, which are supported by facts set forth in the stipulation, that there exists in North Carolina "a serious shortage of decent, safe and sanitary residential housing available at low prices or rentals to persons and families of lower incomes."

Superior Court Judge James H. Pou Bailey ruled last December that the act, set up by the 1969 legislature to issue tax-free revenue bonds to build homes for the state's poor, was unconstitutional.

In Friday's majority opinion, the high court held that "private enterprise and investment have not been able to produce, with assistance," the needed residential housing.

Hence the selling of bonds, exempt from the state income tax, is to accomplish a proper public purpose and therefore constitutional, the court held.

Associate Justice I. Beverly Lake, in a dissenting opinion, argued the superior court ruling should be upheld because the act appropriates tax revenues for purposes other than a public purpose.

He also contended the concept of tax exempt revenue bonds is unconstitutional under the circumstances.

Associate Justice Carlisle Higgins joined in Lake's dissent, but did not write a dissenting opinion of his own.

The high court's action clears the way for the state agency to issue $200 million in tax exempt bonds to help finance the housing construction.

State Reps. Perry Martin, D-Northampton and Sam Johnson, D-Wake, had brought the original suit challenging the act.

Following Judge Bailey's decision last December, an order was issued restraining the housing corporation's director, Rep. Joe Eagles, D-Edgecombe, from spending any of the money.

But Eagles had gone ahead with a series of meetings across the state to clear the way for the corporation to go into action if and when

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HOUSING

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a favorable ruling was handed down by the high court.

Judge Bobbitt wrote: "We are of the opinion that the corporation does not legislate but determines factually, by application of factors the General Assembly has prescribed persons or families of lower income and therefore entitled to benefits of the 1969 act."

The housing corporation was advocated by Gov. Bob Scott to provide homes for Tar Heel families with incomes of less than $6,000 a year, who were unable to get loans through conventional channels.

The Governor had expressed the hope that about 10,000 new residences a year could be built under the program, thereby alleviating the plight of an estimated 400,000 North Carolinians believed to be living in substandard housing.

In a statement Friday afternoon, the Governor said "this is a landmark decision." He said the high court ruling was "good news to the many low income families in the state who desire to own their own homes.

"We will need the concern and the willing cooperation of local governments to see that outdated zoning, land use policies and code enforcements do not hamper or hold back this program," the governor said.

'I stated last year my firm belief that decent housing is the public's business," Scott added. "Decent housing for all of our citizens is essential for the well-being of the state."

Scott emphasized the corporation would not compete with private mortgage brokers or lending institutions.

Eagles, in a separate statement, said he was 'reasonably confident all along that once all the facts involved in home construction and home financing in our day and time were considered, the courts would agree the state's action was not only desirable but imperative.'

Eagles said the Corporation has already met with commercial banks, mortgage banks and savings and loan associations to establish standard contracts.

He said it would probably be 90 days before the first loan could be made. He said most of that time would be spent in applying to the U.S. Internal Revenue Service for tax exempt status.

NORTH CAROLINA SUPREME COURT SPRING TERM 1970

PERRY MARTIN on behalf of himself and all other of the same or like class

v. No. 10 - Wake

NORTH CAROLINA HOUSING CORPORATION, a body politic and corporate, and WILLIAM L. TURNER, Director of the Department of Administration for the State of North Carolina, G. ANDREW JONES, JR., State Budget Officer for the State of North Carolina, and GEORGE S. LAMBERT, State Disbursing Officer for the State of North Carolina

Appeal by defendants from Bailey, J., December 22, 1969 Special Civil Session of Wake Superior Court, certified, pursuant to G.S. 7A-31, for review by the Supreme Court before determination by the Court of Appeals.

This action is for injunctive relief.

Plaintiff-taxpayer alleges that Chapter 1235, Session Laws of 1969, referred to hereafter as the 1969 Act, which provides for the creation of "a body politic and corporate to be known as the 'North Carolina Housing Corporation,'" and defines its authority, is unconstitutional and therefore void. He prays that William L. Turner, Director of the Department of Administration, and G. Andrew Jones, Jr., State Budget Officer, and George S. Lambert, State Disbursing Officer, be enjoined "from doing any act or taking any steps constituting the expenditure of any funds from the general fund of the State of North Carolina for or on behalf of the North Carolina Housing Corporation or causing any funds to be expended by said Corporation for or on its behalf," and that the North Carolina Housing Corporation, hereafter referred to as Corporation, be enjoined "from accepting said funds and undertaking to carry out investments and programs in construction and development of residential housing to be financed in any degree with public funds or with tax exempt revenues."

Defendants assert the 1969 Act, which is now codified in the 1969 Cumulative Supplement to Volume 3B of the General Statutes of North Carolina as Chapter 122A, consisting of Sections 122A-1 through 122A-23, is in all respects constitutional and valid.

The pleadings establish these facts:

Plaintiff is a citizen and resident of Northampton County, North Carolina. He pays ad valorem taxes to one or more municipalities and also to one or more counties in northeastern North Carolina. He pays income, sales and intangible taxes to the State of North Carolina; and income and excise taxes to the United States of America.

The Corporation is composed of nine members, consisting of Edwin M. Gill, State Treasurer; William L. Turner, Director of the Department of Administration; Roy G. Sowers, Jr., Director of the Department of Conservation and Development; G. Irvin Aldridge, Director of the Department of Local Affairs; Jacob Koomen, State Health Officer; and the following four citizens and residents of North Carolina appointed by the Governor, to wit, R. Peyton Woodson, III; John W. Winters; Roy A. Southerland; and Claude E. Pope. R. Peyton Woodson, III, was designated by the Governor to serve as Chairman. (1969 Act, s. 4.)

The individual defendants are officials of the State of North Carolina in the capacities set forth in the caption.

The Corporation was created as a public agency, an instrumentality of the State of North Carolina, and empowered to act on behalf of the State of North Carolina for the purpose of providing residential housing "for sale or rental to persons and families of lower income." (1969 Act, s. 2.)

Defendants, under color of their respective offices, are about to transfer to the Corporation the $500,000.00 appropriated from the General Fund of the State by Chapter 1162, Session Laws of 1965, for the fiscal years 1969-1970 and 1970-1971, or a portion thereof, to enable the Corporation "to further organize and pay the expenses of its administration during the first two years of the Corporation's

operation," and that these and such additional funds as may be appropriated will be used by the Corporation for purposes enumerated in the 1969 Act.

The Corporation is authorized "to provide for the issuance, at one time or from time to time, of not exceeding two hundred million dollars ($200,000,000) bonds of the Corporation to carry out and effectuate its corporate purposes; provided, however, that not more than fifty million dollars ($50,000,000) bonds shall be issued prior to June 30, 1971." (1969 Act, s. 8.)

The Corporation is authorized "to provide for the issuance, at one time or from time to time, of Housing Development Fund notes for the purpose of providing funds for such Fund: provided, however, that not more than five million dollars ($5,000,000.00) fund notes shall be outstanding at any one time. The principal of and the interest on any such fund notes shall be payable solely from the Housing Development Fund." (1969 Act, s. 7.)

It was stipulated and agreed that the court, without a jury, should hear the evidence, make findings of fact and conclusions of law and enter judgment. Thereupon, the parties submitted a Stipulation of Facts, referred to hereafter as the Stipulation.

Additional facts established by the Stipulation are summarized or quoted below.

In Paragraph 8, the twenty-one specific powers which Section 5 of the 1969 Act purports to confer on the Corporation are quoted verbatim. It was stipulated that the Corporation proposed to exercise each and all of these powers.

In Paragraph 9, it was stipulated that the Corporation proposed to carry out the following program:

"(a) to issue self-liquidating tax exempt housing revenue bonds to be sold as tax exempt securities in the national bond market, with the approval of the Local Government Commission, up to a maximum of two hundred million dollars, and more if needed and if permitted by

amendment to the statute;

"(b) to use the money obtained for the purchase of federal insured mortgage and construction loans, for establishing working agreements with private financial institutions such as banks, savings and loans, and mortgage brokers whereby the individual borrower would make application through the private lending institution and the private lending institution would service the mortgage for a fee in behalf of the Corporation. The private institution would receive a service fee in the range of one-half percent, and would forward monthly payments to the Corporation. The Corporation would pay the bondholders on its loans and would from time to time sell mortgages to investors;

"(c) to operate in this manner, the Corporation proposes to market its bonds at an interest rate lower than it receives, and thereby have a sufficient margin to pay for some of its expenses and losses;

"(d) to establish a special revolving fund known as the Housing Development Fund, administered as a separate trust fund funded from gifts, grants and loans from industries, foundations and government with a total capitalization of five million dollars, with the fund maintained on a business level with interest payable, when earned and with some agreement for the repayment of principal for said loans."

In Paragraph 10, it was stipulated that the Housing Development Fund, created and established by Section 7 of the 1969 Act would be used for the following three purposes:

"(a) Providing project development loans (seed money) to builders, sponsors and developers of residential housing for lower income families. These loans would cover such preconstruction activities as site engineering, preliminary architectual drawing, land options and legal fees, and this money would be repaid from construction loans or mortgage proceeds; these costs should not exceed five percent of the final cost of a dwelling unit;

"(b) providing (through loans) down-payment assistance to needy, but otherwise qualified families seeking to purchase a home.

The down-payment assistance would help young wage earners, and others who lack the down-payment, where prudent business practices justify this assistance with a limit in the range of $300.00 per family.

"(c) providing uninsured loans in part with private lenders to builders and developers for land development and residential construction for lower income families. This program would assist small builders who cannot obtain funds at a reasonable interest rate in the market for subdivision development. The private lender would participate in this program to an extent of at least twenty (20%) percent of the total loan, on subdivisions that meet minimum design requirements, where housing would qualify for mortgage insurance programs."

In Paragraph 11, it was stipulated that "(t)he Corporation will use the $500,000.00 appropriation to cover administrative cost during the first two years, and to establish the bond contingency fund"; and that "(d)uring the first two years it will be necessary for the Corporation to establish a pattern and history of operation to assure that its bonds and other obligations meet a favorable reception in the market."

In Paragraph 12, it was stipulated that "(t)he Corporation proposes to help overcome the shortage of adequate housing by making financial assistance available where private funds are not available, in the range of lower income families, and using the existing framework of private financing and construction industries."

Paragraph 13 provides: "The interest rate charged for private loans for residential housing has increased substantially in recent years. A federally guaranteed loan for a single family dwelling was in the range of six (6%) percent in 1965, seven (7%) percent in 1967, and eight (8%) percent in 1969. Conventional loans for single family residential housing are not available for over eighty (80%) percent of the purchase price in most cases, and such loans are in the same general range of interest as those which are federally insured. At the same time, the Local Government Commission of North

Carolina has experienced a substantial increase in interest rates for municipal bonds."

Paragraph 14 provides: "On the basis of the Municipal Bond Buyers' Index, which is similar in the field of municipal bonds to the Dow-Jones Average in the field of corporate stocks, the average national interest rate for revenue bonds, which is closely paralleled in the case of North Carolina revenue bonds, was 4.56% in 1965, 5.45% in 1967 and 7.88% in 1969. Because of interest rate ceilings by reason of either legislative restrictions or limitations imposed by certain municipal governing bodies, there are cases in which the North Carolina Local Government Commission has recently been unable to find a ready market for certain North Carolina Local Governmental revenue bonds."

Paragraph 15 provides: "The State of North Carolina has found a better market for its general obligation bonds, with an average interest rate of 3.56% in 1965, 4.45% in 1967 and 6.88% in 1969. It is readily observable that revenue bonds ordinarily command an interest rate which will be 1% per year higher than general obligation governmental bonds. Revenue bonds of the North Carolina Housing Corporation could not be marketed at as favorable an interest rate, from the State's point of view, as general obligation bonds of the State."

In Paragraph 16, it was stipulated that the Corporation had taken the following action:

"(a) That the Corporation held an organizational meeting in October, 1969, in the City of Raleigh, North Carolina, that the members of the Corporation have taken an oath of office, and that they are now acting and the Corporation has a Chairman, Vice Chairman, and acting Secretary.

"(b) That the Corporation has employed the Honorable Joe E. Eagles of Edgecombe County to serve as Executive Director and, in such capacity, he has established an office for the transaction of the business of the Corporation. The Corporation has employed necessary personnel and the Corporation is undertaking to carry out the

program authorized by the General Assembly in the creation of the Corporation.

"(c) That in carrying out its function, the Corporation has already expended a very small portion of the $500,000.00 of the General Fund appropriation provided for it by Chapter 1162 of the Session Laws of 1969, to pay salaries of Corporation employees, purchase office equipment and supplies, defray necessary travel expenses while engaged in the business of the Corporation and to take other preliminary steps in making preparation for issuing bonds pursuant to the provisions of the Act creating the Corporation."

Paragraph 17 refers to attached Exhibit A, a two-page document designated as "Table 9: INADEQUATE HOUSING IN NORTH CAROLINA COUNTIES, 1960," based on 1960 reports of the United States Census, indicating housing units in this State which are either structurally unsound or lacking adequate plumbing facilities. Quoting from Paragraph 17: "Table 9 (Column 3) shows that the percentage of such housing units ranges from a low of 20.6% (Dare) to a high of 72.8% (Northampton). In terms of absolute numbers, Dare has the fewest such units (835), Guilford the most (20,526). Besides Dare, seven other counties rate below 30%: Durham, Forsyth, Guilford, Mecklenburg, New Hanover, Onslow, and Wake. At the other extreme, 33 counties have over 60% of their housing units unsound or lacking in adequate plumbing facilities; some are in the mountain counties, but the largest concentration is in the eastern half of the State."

Paragraph 18 refers to attached Exhibit B, a one-page document which shows annual salary ranges of mortgagors in North Carolina with FHA secured mortgages, which figures were compiled by Harold Albright, Assistant Regional Administrator for FHA. Quoting from Paragraph 18: "These figures indicate, among other things, that 91.5% of the mortgagors with new homes earn an annual salary of $7,000.00 or more. Mortgagors who earn an average annual salary of less than $6,000.00 constitute only 2.6% of such mortgagors with new homes."

Paragraph 19 refers to attached Exhibit C, a seventeen-page

pamphlet entitled, "North Carolina Housing Corporation," which has been issued by the Corporation and sets forth a description of the Corporation, its inception, its purposes, its method of operation, and other matters relating to the Act in question.

Paragraph 20 states that the United States Department of Housing and Urban Development has a program intended to enable lower income families to become home owners, and refers to attached Exhibit D, a document entitled, "Home Ownership for Low Income Families, October, 1968," indicating that some housing programs are available to citizens of low income, families of marginal credit, and for families who need assistance payments and other forms of aid. Quoting from Paragraph 20: "Federal funds are also available through VA and FHA insured loans, Farmers Home Administration loans in rural areas in small communities, and through public housing programs. Federal funds afford citizens of low income an opportunity to rent apartments with rent subsidy, or other plans of aid, and federal funds also permit some projects in which citizens of low income can lease-purchase and eventually own single family houses of good quality as illustrated by Apollo Heights, Raleigh, North Carolina, in which about two hundred (200) homes were occupied during 1969."

In Paragraph 21, it was stipulated: "Housing needs are changing and housing techniques are changing. In 1969, about twenty (20%) percent of the single family units were mobile home types, being marketed in the range of $5,000.00 to $8,000.00, plus finance charges."

In Paragraph 22, it was stipulated: "Private construction has steadily increased year after year, and federal programs have expanded rapidly, but there is still a substantial need in North Carolina for improved housing, either public or private, for thousands of North Carolina families whose annual income is in the lower twenty-five (25%) percent. Many of the houses now being occupied lack suitable accommodations for the health of the occupant."

In Paragraph 23, it was stipulated that attached Exhibit E, a copy of the 1969 Act, was enacted by the General Assembly upon the

strong urging of the Governor. Quoting from Paragraph 23: "North Carolina has not previously been active in this field, other than providing enabling legislation and regulations for local communities to establish public housing organizations. A few states have undertaken a similar program, but there is insufficient evidence to evaluate the success of such a program in other areas of the country."

The Stipulation, after setting forth these factual matters, states and presents for determination the following six questions of law, viz.:

I. "Does the Act authorize the use of public funds for other than a public purpose in violation of Section 3 of Article V or Section 17 of Article I of the North Carolina Constitution or Section 1 of the Fourteenth Amendment to the United States Constitution?"

II. "Does the Act authorize the lending of the credit of the State in violation of Section 6 of Article VII or Section 4 of Article V of the North Carolina Constitution?"

III. "Does the Act provide for a delegation of legislative authority in violation of Section 8 of Article I of the North Carolina Constitution?"

IV. "Does the Act authorize the creation of a debt in violation of Section 6 of Article VII or Section 4 of Article V of the North Carolina Constitution?"

V. "Does the Act exempt property from taxation in violation of Section 5 of Article V of the North Carolina Constitution?"

VI. "Does the Act violate basic due process, and basic public purpose, in the broad constitutional sense, by permitting an agency of the State of North Carolina to engage in a function that is reserved to private enterprise underour system of government, and does said Act constitute a complete departure from the constitutional provisions for the government and taxation within the State of North Carolina?"

The court, after adopting as its Findings of Fact the facts set forth in the Stipulation, concluded as a matter of law that the

1969 Act is unconstitutional on each and all of the grounds on which it is challenged by plaintiff, and entered judgment as follows:

"IT IS, THEREFORE, ORDERED, ADJUDGED AND DECREED:

"1. That the North Carolina Housing Corporation is hereby restrained from issuing tax exempt revenue bonds, and it is hereby adjudged that Chapter 1235, Session Laws of 1969, is an unconstitutional Act of the General Assembly.

"2. That said Corporation may not lawfully receive any of the unexpended funds of the sum of $500,000.00 of public funds appropriated for fiscal year 1969-1971 by the General Assembly of North Carolina.

"3. That the individual defendants as officials of the State of North Carolina, and their successors in office, are hereby restrained from transmitting any of the unexpended funds of said $500,000.00 appropriation of public funds to said corporate defendant, North Carolina Housing Corporation.

"4. That the relief sought by the plaintiff be and it is in all respects allowed, and all of said defendants shall forever cease from said unlawful and unconstitutional action, as heretofore set forth in this judgment.

"5. That the cost of this action be taxed against the plaintiff."

Defendants excepted to each of the court's legal conclusions, and to the judgment, and appealed.

Johnson & Gamble for plaintiff appellee.

Attorney General Morgan, Deputy Attorney General McGalliard and Staff Attorney Blackburn for defendant appellants.

BOBBITT, C. J.

"(U)nder our Constitution, the General Assembly, so far as that instrument is concerned, is possessed of full legislative powers unless restrained by express constitutional provision or necessary implication therefrom." Hoke, J. (later C. J.), in Thomas v. Sanderlin, 173 N.C. 329, 332, 91 S.E. 1028, 1029. Absent such constitutional

restraint, questions as to public policy are for legislative determination. Reid v. R. R., 162 N.C. 355, 358, 78 S.E. 306, 307. When the constitutionality of a statute is challenged, "every presumption is to be indulged in favor of its validity." Stacy, C. J., in State v. Lueders, 214 N.C. 558, 561, 200 S.E. 22, 24. And, ordinarily, this Court will not undertake to determine whether a statute is unconstitutional except with reference to a ground on which it is attacked and definitely drawn into focus by the attacker's pleadings. Hudson v. R. R., 242 N.C. 650, 667, 89 S.E.2d 441, 453; Surplus Store, Inc. v. Hunter, 257 N.C. 206, 211, 125 S.E.2d 764, 768.

Whether the public policy and program established by the 1969 Act is wise or unwise is for determination by the General Assembly. Education Assistance Authority v. Bank, 276 N.C. 576, 592, ___ S.E.2d ___, ___. Our function is to determine whether any portion thereof which plaintiff, as a general taxpayer, may challenge, is unconstitutional on any ground asserted by him. Nicholson v. Education Assistance Authority, 275 N.C. 439, 168 S.E.2d 401.

Section 18 of the 1969 Act authorized the Corporation "to accept such moneys as may be appropriated from time to time by the General Assembly for effectuating its corporate purposes including, without limitation, the payment of the initial expenses of administration and operation and the establishment of a reserve or contingency fund to be available for the payment of the principal of and the interest on any bonds or notes of the Corporation." The General Assembly appropriated "out of the General Fund of the State" to the Corporation "the sum of five hundred thousand dollars ($500,000.00) for the biennium commencing July 1, 1969." Chapter 1162, Session Laws of 1969. Portions of this appropriation have been used and are being used for the payment of the initial expenses of administration and operation of the Corporation.

QUESTIONS I and VI

Questions I and VI present essentially the same question, namely, whether the 1969 Act and the Corporation's activities pursuant thereto

are for a PUBLIC PURPOSE.

Article V, § 3, of the Constitution of North Carolina provides: "This power of taxation shall be exercised in a just and equitable manner, for public purposes only, and shall never be surrendered, suspended, or contracted away." (Our italics.) "The power to appropriate money from the public treasury is no greater than the power to levy the tax which put the money in the treasury." Mitchell v. Financing Authority, 273 N.C. 137, 143, 159 S.E.2d 745, 749-750.

Plaintiff asserts the 1969 Act is unconstitutional as violative of Article V, § 3, of the Constitution of North Carolina, and of Article I, § 17, of the Constitution of North Carolina, and of Section 1 of the Fourteenth Amendment to the Constitution of the United States, and is void because the purpose for which the Corporation was created is not a public purpose. If so, plaintiff, as taxpayer, may maintain this action to restrain defendants from paying to the Corporation and the Corporation from using the $500,000.00 appropriated out of the General Fund for the biennium commencing July 1, 1969. Mitchell v. Financing Authority, supra; McIntyre v. Clarkson, 254 N.C. 510, 513, 119 S.E.2d 888, 890; Dennis v. Raleigh, 253 N.C. 400, 116 S.E.2d 923.

Was the Corporation established for a public purpose? If so, "the means of executing the project are for the General Assembly, and the General Assembly alone, to determine." Redevelopment Commission v. Bank, 252 N.C. 595, 606, 114 S.E.2d 688, 696.

"A slide-rule definition to determine public purpose for all time cannot be formulated; the concept expands with the population, economy, scientific knowledge, and changing conditions. As people are brought closer together in congested areas, the public welfare requires governmental operation of facilities which were once considered exclusively private enterprises, Fawcett v. Mt. Airy, 134 N.C. 125, 45 S.E. 1002, and necessitates the expenditure of tax funds for purposes which, in an earlier day, were not classified as public. Keeter v. Lake Lure, 264 N.C. 252, 141 S.E.2d 634. Often public and private interests are so co-mingled that it is difficult to determine

which predominates. It is clear, however, that for a use to be public its benefits must be in common and not for particular persons, interests, or estates; the ultimate net gain or advantage must be the public's as contradistinguished from that of an individual or private entity. Briggs v. Raleigh, 195 N.C. 223, 141 S.E. 597." Sharp, J., in Mitchell v. Financing Authority, supra, at 144, 159 S.E. 2d at 750.

A legislative declaration which asserts in general terms that the statute under consideration is enacted for a public purpose, although entitled to great weight, is not conclusive. When the facts are determined, what is a public purpose is a question of law for the court. Redevelopment Commission v. Bank, supra, at 603, 114 S.E.2d 604.

In its enactment of the 1969 Act, the General Assembly went far beyond a mere declaration as to public purpose. It made and set forth in Section 2 thereof its factual findings as to the conditions upon which it based its declaration as to public purpose, viz.:

1. "(A)s a result of the spread of slum conditions and blight to formerly sound urban and rural neighborhoods and as a result of actions involving highways, public facilities and urban renewal activities there exists in the State of North Carolina a serious shortage of decent, safe and sanitary residential housing available at low prices or rentals to persons and families of lower income. This shortage is severe in certain urban areas of the State, is especially critical in the rural areas, and is inimical to the health, safety, welfare and prosperity of all residents of the State and to the sound growth of North Carolina communities."

2. "(P)rivate enterprise and investment have not been able to produce, without assistance, the needed construction of decent, safe and sanitary residential housing at low prices or rentals which persons and families of lower income can afford, or to achieve the urgently needed rehabilitation of much of the present lower income housing. It is imperative that the supply of residential housing for

persons and families of lower income affected by the spread of slum conditions and blight and for persons and families of lower income displaced by public actions or natural disaster be increased; and that private enterprise and investment be encouraged to sponsor, build and rehabilitate residential housing for such persons and families, to help prevent the recurrence of slum conditions and blight and assist in their permanent elimination throughout North Carolina."

3. "(I)n accomplishing this purpose, the North Carolina Housing Corporation, a public agency and an instrumentality of the State, is acting in all respects for the benefit of the people of the State in the performance of essential public functions and serves a public purpose in improving and otherwise promoting their health, welfare and prosperity, and that the North Carolina Housing Corporation is empowered to act on behalf of the State of North Carolina and its people in serving this public purpose for the benefit of the general public."

"If the constitutionality of a statute . . . depends on the existence or nonexistence of certain facts and circumstances, the existence of such facts and circumstances will generally be presumed for the purpose of giving validity to the statute, . . . if such a state of facts can reasonably be presumed to exist, and if any such facts may be reasonably conceived in the mind of the court. This rule does not apply if the evidence is to the contrary, or if facts judicially known or proved, compel otherwise." 16 C.J.S. Constitutional Law § 100b, pp. 454-455. Accord: 16 Am. Jur. 2d Constitutional Law § 143.

In Velishka v. Nashua, 106 A.2d 571, 44 A.L.R.2d 1406, the Supreme Court of New Hampshire sustained the constitutionality of the Urban Development Law of that State. After stating the legislative findings and declarations of necessity relating to the elimination of blighted areas and the advancement of redevelopment projects, Chief Justice Kenison states: "These legislative findings and declarations have no magical quality to make valid that which is invalid but they

are entitled to weight in construing the statute and in determining whether the statute promotes a public purpose under the Constitution." Accord: Redevelopment Commission v. Bank, supra, at 611, 114 S.E.2d at 700.

In State ex rel. W. Va. Housing Dev. Fund v. Copenhaver, 171 S.E.2d 545 (1969), the Supreme Court of Appeals of West Virginia sustained the constitutionality of the legislation which created The West Virginia Housing Development Fund. The West Virginia Act is similar to our 1969 Act and similar constitutional questions were presented and decided. Legislative findings set forth in Section 6 of the West Virginia Act are in accord, verbatim or in substance, with the legislative findings quoted from Section 2 of our 1969 Act. With reference thereto, Calhoun, J., for the Court, said: 'Legislative findings of fact which are made the basis of a legislative act are not thereafter open to judicial investigation." In the present case, whether the legislative findings of fact are conclusive need not be determined. Suffice to say, the facts set forth in the Stipulation confirm the legislative findings. There are no facts of which we may take judicial notice which tend to negate the legislative findings. On the contrary, current widespread publicity indicates an acute shortage of residential housing for persons and families of lower income.

The General Assembly, exercising the police power of the State, may legislate for the protection of the public health, safety, morals and general welfare of the people. Accordingly, this Court upheld the constitutionality of the Housing Authorities Law, Chapter 456, Public Laws of 1935, which, as amended, is codified as Article 1, Chapter 157, of the General Statutes, G.S. 157-1 through G.S. 157-39.8. Wells v. Housing Authority, 213 N.C. 744, 197 S.E. 693 (1938). It was held that a Housing Authority organized pursuant to the provisions of this 1935 Act was created for a public purpose and exercised an essential governmental function. Briefly stated, its public purpose was the elimination or rehabilitation of unsafe and unsanitary dwelling

units in crowded and congested areas and the construction of housing projects to provide safe and sanitary dwelling units for rental to persons of low income. In Wells v. Housing Authority, supra, Seawell, J., for the Court, said: "The State cannot enact laws, and cities and towns cannot pass effective ordinances, forbidding disease, vice, and crime to enter into the slums of overcrowded areas, there defeating every purpose for which civilized government exists, and spreading influences detrimental to law and order; but experience has shown that this result can be more effectively brought about by the removal of physical surroundings conducive to these conditions. This is the objective of the act, and these are the means by which it is intended to accomplish it." Our decision in Wells v. Housing Authority was approved and followed in Cox v. Kinston, 217 N.C. 391, 8 S.E.2d 232 (1940), and in Hallard v. Housing Authority, 221 N.C. 334, 20 S.E.2d 281 (1942).

The 1935 Act conferred the power of eminent domain upon a Housing Authority created in accordance with its provisions and prescribed the procedural requirements incident to the exercise thereof. G.S. 157-11; G.S. 157-28. Later decisions based on the 1935 Act relate to such procedural requirements and to the selection of sites for housing projects. In In re Housing Authority, 233 N.C. 649, 65 S.E.2d 761 (1951), and in Housing Authority v. Wooten, 257 N.C. 358, 126 S.E. 2d 101 (1962), it was held, inter alia, that a Housing Authority had wide discretion in the selection and location of a site for a housing project; that it was not required to select a site in a slum area as the site for a low-rent housing project; and that the fact that a few isolated properties in an area to be taken and dismantled were above the average standard of slum properties, or that some few desirable homes would be taken, did not affect the public character of the condemnation proceeding.

It is noted that statutory provisions relating to a Housing Authority created in accordance with the 1935 Act include the following:

"The bonds and other obligations of an Authority (and such bonds and obligations shall so state on their face) shall not be a debt of any city or municipality and neither the State nor any such city or municipality shall be liable thereon, nor in any event shall such bonds or obligations be payable out of any funds or property other than those of said authority." G.S. 157-14. G.S. 157-26 provides that the property of such Housing Authority shall be exempt from State and local taxes and fees; and that "the (b)onds, notes, debentures and other evidences of indebtedness" of such Housing Authority "shall be exempt from taxes."

In Housing Authority v. Dockweiler, 94 P.2d 794 (1939), the Supreme Court of California considered California legislation which contained provisions substantially the same as those of our Housing Authorities Law. The opinion of Shenk, J., cites a decision from each of fifteen States, including our decision in Wells v. Housing Authority, supra, in which the constitutionality of similar statutes had been "fully sustained as against onslaughts similar in character to those here urged." Later cases in accord are cited in Humphrey v. City of Phoenix, 102 P.2d 82, 86 (Ariz. 1940).

Housing Authority v. Dockweiler, supra at 803, decides a question which was not expressly raised and considered in Wells v. Housing Authority, supra, namely, that "(t)he tax exemption available to the property of housing authorities" included "bonds issued by them and the income therefrom." Decisions in accord from other jurisdictions are cited by Shenk, J.

In Redevelopment Commission v. Bank, supra, this Court upheld the constitutionality of the Urban Redevelopment Act, Chapter 1095, Session Laws of 1951, which, as amended, is now codified as Article 37, Chapter 160, of the General Statutes, G.S. 160-454 through G.S. 160-474.1. It was held that the condemnation of blighted and slum areas within a municipality and the sale or exchange thereof "to any redeveloper for residential, recreational, commercial, industrial or

other uses or for public use in accordance with the redevelopment plan" (G.S. 160-464) under safeguards to prevent such areas from reverting to slum areas, was in the interest of the public health, safety, morals and welfare, and therefore such condemnation was for a public purpose. The opinion of Parker, J. (later C. J.), states: "It may be that the measure may prove eventually to be a disappointment, and is ill advised, but the wisdom of the enactment is a legislative and not a judicial question. The General Assembly has the right to experiment with new modes of dealing with old evils, except as prevented by the Constitution." Id. at 612, 114 S.E.2d at 700. Later cases which hold that lands acquired for the purposes and in the manner set forth in the Urban Redevelopment Law meet the public purpose test include the following: Redevelopment Commission v. Hagins, 258 N.C. 220, 128 S.E.2d 391 (1962); Norton v. Redevelopment Commission, 259 N.C. 605, 131 S.E.2d 464 (1963). The constitutional questions raised in connection with statutes such as our Urban Redevelopment Law are discussed fully and clearly by Schaefer, J., in People v. City of Chicago, 111 N.E.2d 626 (Ill. 1953), and cases cited therein.

The dwelling accommodations provided by a project of a Housing Authority created pursuant to G.S. Chapter 157 are available at the lowest possible rentals to persons of meager income. G.S. 157-29 provides: "It (Housing Authority) shall not accept any person as a tenant in any housing project if the person or persons who would occupy the dwelling accommodations have an annual net income in excess of five times the annual rental of the quarters to be furnished such person or persons, except that in the case of families with three or more minor dependents, such ratio shall not exceed six to one . . . ." When the annual net income of the tenant(s) exceeds the prescribed limit, he (they) must move to other dwelling accommodations.

The evident function of the Corporation created by the 1969 Act is to assist "persons and families of lower income" who desire and seek residential housing elsewhere than as tenants in a low-cost housing project. Such persons would include those who were or are

ineligible to be tenants in a housing project. The Corporation is not vested with the power of eminent domain. Unlike a Housing Authority, it does not seek to acquire real property for the purpose of providing low-rental dwelling accommodations. Rather, its function is to foster the planning, construction and financing of modest residences which would not otherwise be available to "persons and families of lower income."

The 1969 Act confers upon the Corporation all the powers necessary or convenient to carry out and effectuate its purposes and provisions, including the twenty-one specific powers set forth in Section 5 thereof. In the present context, it is sufficient to quote the first four of these powers, viz."

"(1) To make or participate in the making of insured construction loans to sponsors of land development or residential housing; provided, however, that such loans shall be made only upon the determination by the Corporation that construction loans are not otherwise available, wholly or in part, from private lenders upon reasonably equivalent terms and conditions;

"(2) To make or participate in the making of insured mortgage loans to sponsors of residential housing; provided, however, that such loans shall be made only upon the determination by the Corporation that mortgage loans are not otherwise available, wholly or in part, from private lenders upon reasonably equivalent terms and conditions;

"(3) To purchase or participate in the purchase of insured mortgage loans made to sponsors of residential housing or to persons of lower income for residential housing where the Corporation has given approval prior to the initial making of such loan; provided, however, that any such purchase shall be made only upon the determination by the Corporation that mortgage loans were, at the time such approval was given, not otherwise available, wholly or in part, from private lenders upon reasonably equivalent terms and conditions;

"(4) To make temporary loans from the housing development fund . . . ." (Our italics.)

The legislative findings and the Stipulation establish the existence of a serious shortage of decent, safe and sanitary housing available at low prices or rentals to persons and families of lower income and also the inability of private enterprise and investment, without assistance, to meet that need.

Unquestionably, when construction of residential housing is made possible by the Corporation's assistance, all persons in the building industry benefit from such construction. Such benefit is similar to that which results from the construction of any public project, e.g., public buildings, school buildings, highways, etc. Too, the "persons and families of lower income" who will occupy such residential housing as owners or tenants will benefit from the existence and availability thereof. Although these benefits will flow from the Corporation's authorized activities, its raison etre, the reason and justification for its existence, is to make available decent, safe and sanitary housing to "persons and families of lower income" who cannot otherwise obtain such housing accommodations. The General Assembly, with good reason, was fully aware that the acquisition of homes by "persons and families of lower income" gives them a stake in the preservation of our society. Nothing could contribute more to the stability of our institutions than the acquisition of homes by an ever-increasing proportion of our people.

Plaintiff relies upon Mitchell v. Financing Authority, supra, in which this Court held unconstitutional the North Carolina Industrial Development Financing Act, Chapter 535, Session Laws of 1967, codified as Chapter 123A of Volume 3B (1969 Cumulative Supplement) of the General Statutes, G.S. 123A-1 through 123A-27. In distinguishing the Industrial Development Financing Act from the Housing Authorities Act, Sharp, J., said: "The State does not engage in a private enterprise when it undertakes a project of slum clearance. Wells v. Housing Authority, 213 N.C. 744, 197 S.E. 693 (1938). Slums are a serious menace to society; they breed both disease and crime. As Seawell, J., pointed

out in Wells v. Housing Authority, supra, the State can combat these two evils in overcrowded areas only by 'the removal of physical surroundings conducive to these conditions.' Id. at 743, 197 S.E. at 696. The existence of a slum area proves the impotency or unwillingness of private enterprise to cope with the problem and 'where community initiative has failed and authority alone can prevail,' government must deal with the emergency created. Id. at 743, 197 S.E. at 696." (Our italics.) Mitchell v. Financing Authority, supra at 157-158, 159 S.E. 2d at 759.

In these and other respects, the Industrial Development Financing Act is distinguishable from the 1969 Act now under consideration. There the State was undertaking to subsidize particular private industries which were in competition with other unsubsidized private industries. As pointed out by Sharp, J., in Mitchell v. Financing Authority, supra at 159, 159 S.E.2d at 760, the Authority's primary function was "to acquire sites and to construct and equip facilities for private industries" and "to bait corporations which refuse to become industrial citizens of North Carolina unless the State gives them a subsidy."

The Corporation's authorized activities respond to a serious need of deep public concern but do so only when the planning, construction and financing of residential housing is not otherwise available to "persons and families of lower income." We are of opinion and hold that the 1969 Act was enacted for a PUBLIC PURPOSE and that the Corporation's authorized activities pursuant thereto are for a PUBLIC PURPOSE.

The only decisions in other jurisdictions involving legislation similar to our 1969 Act which have come to our attention are the following:

(1) State ex rel. W. Va. Housing Dev. Fund v. Copenhaver, supra, decided December 9, 1969, involved the West Virginia Housing Development Act, which consists of statutes enacted in 1968 and 1969

and is now codified in Volume 10 of the West Virginia Code, 1970 Cumulative Supplement, as Chapter 31, Article 18. This West Virginia statute contains substantially (often verbatim) the same provisions as our 1969 Act. Its constitutionality was fully sustained. In all respects, this West Virginia decision is in accord with our decision in the present case.

(2) In re Advisory Opinion, 158 N.W.2d 416 (Mich. 1968), in which the Supreme Court of Michigan rendered an advisory opinion relating to the constitutionality of the Michigan statutes (Volume 8 of Michigan Compiled Laws, Sections 125.1401 et seq., including 1969 Cumulative Pocket Part) which created the Michigan State Housing Development Authority. The Michigan legislation was approved in all respects except the following: The Michigan statutes provided for a Housing Development Fund similar to the Housing Development Fund created by our 1969 Act. The Michigan statutes also provided for a Capital Reserve Fund for use in discharging the obligations of the Development Authority. In the content of specific provisions of the Constitution of Michigan, the opinion expressed was that, although an appropriation to the Development Authority for the purpose of administration was for a proper public purpose, an appropriation to the Housing Development Fund or to the Capital Reserve Fund of the Development Authority was not for a proper public purpose. The only decision cited in support of this conclusion is Opinion of the Justices to the House of Representatives, 195 N.E. 897 (Mass. 1935), 98 A.L.R. 1364. The 1969 Massachusetts decision referred to below was decided subsequent to the advisory opinion in the Michigan case.

In the Michigan case, the Court, after expressing the opinion that an appropriation for the Housing Development Fund or for the Capital Reserve Fund was not for a proper public purpose, stated: "This does not mean, however, that the State can, under no circumstances, appropriate public money to such funds. Constitution 1963, art. 4, § 30, provides: 'The assent of two-thirds of the members

elected to and serving in each house of the legislature shall be required for the appropriation of public money or property for local or private purposes.'"

(3) Massachusetts Hous. F. Ag. v. New England Mer. Nat. B., 249 N.E.2d 599 (Mass. 1969), in which the Supreme Judicial Court of Massachusetts considered questions relating to the constitutionality of the Massachusetts statutes which created the Massachusetts Housing Finance Agency. Volume 2A of Massachusetts General Laws Annotated, Appendix to Chapter 23A, 1970 Cumulative Pocket Part. This decision revises substantially the views expressed in Opinion of the Justices, 219 N.E.2d 13 (Mass. 1966), an advisory opinion. Generally, the 1969 Massachusetts decision is in accord with our decision in the present case.

(4) Vermont Home Mtg. Cr. Ag. v. Montpelier Nat. Bank, 262 A.2d 445 (Vt. 1970), in which the Supreme Court of Vermont upheld as against attack on constitutional grounds the statute creating the Vermont Home Mortgage Credit Agency. Volume 3 of Vermont Statutes Annotated, Title 10, Chapter 11B, §§ 241-253a, 1969 Cumulative Pocket Supplement. Although this Vermont decision is in accord with our decision in the present case in several particulars, there are material differences between the Vermont statute there considered and our 1969 Act.

(5) New Jersey Mortgage Finance Agency and James C. Brady, Jr., Commissioner of Banking, v. Joseph H. McCrane, Jr., Treasurer of the State of New Jersey, decided July 6, 1970, in which the Supreme Court of New Jersey upheld as against attack on constitutional grounds the New Jersey Mortgage Finance Agency Law. L. 1970, c. 38, N.J.S.A.17: 1B-4 et seq. New Jersey Session Law Service, 1970 Regular Session, pp. 84-95. Although there are differences between the provisions of the New Jersey Law and our 1969 Act, the main thrust of the New Jersey decision is in accord with our decision in the present case.

QUESTIONS II AND IV

Questions II and IV present essentially the same question, namely, whether the 1969 Act violated Article VII, § 6, or Article V, § 4, of the Constitution of North Carolina. Question II refers to

"the lending of the credit of the State" and Question IV refers to "the creation of a debt."

Article VII, § 6, provides: "No county, city, town, or other municipal corporation shall contract any debt, pledge its faith or loan its credit, nor shall any tax be levied or collected by any officers of the same except for the necessary expenses thereof, unless approved by a majority of those who shall vote thereon in any election held for such purpose." This constitutional provision is applicable to a "county, city, town, or other municipality." It requires the approval of a majority of the voters therein before such subdivision of the State may pledge its credit or levy a tax except for its necessary expenses. It places no limitation upon the General Assembly or on an instrumentality of the State created by the General Assembly for a public purpose.

Article V, § 4, in part, provides: "The General Assembly shall have the power to contract debts and to pledge the faith and credit of the State and to authorize counties and municipalities to contract debts and pledge their faith and credit for the following purposes: . . . ." (Our italics.)

The 1969 Act provides:

"Sec. 6. Credit of State not pledged. Obligations issued under the provisions of this Act shall not be deemed to constitute a debt, liability or obligation of the State or of any political subdivision thereof or a pledge of the faith and credit of the State or of any such political subdivision, but shall be payable solely from the revenues or assets of the Corporation. Each obligation issued under this Act shall contain on the face thereof a statement to the effect that the Corporatinn shall not be obligated to pay the same nor the interest thereon except from the revenues or assets pledged therefor and that neither the faith and credit nor the taxing power of the State or of any political subdivision thereof is pledged to the payment of the principal of or the interest on such obligation.

"Expenses incurred by the Corporation in carrying out the

provisions of this Act may be made payable from funds provided pursuant to this Act and no liability shall be incurred by the Corporation hereunder beyond the extent to which moneys shall have been so provided."

Decisions of this Court establish that this method of financing does not create a debt within the meaning of the Constitution and therefore the limitations of Article V, § 4, are inapplicable. Turnpike Authority v. Pine Island, 265 N.C. 109, 117, 143 S.E.2d 319, 325 (1965), and cases there cited.

We hold that the 1969 Act does not violate either Article VII, § 8, or Article V, § 4, of the Constitution of North Carolina.

Section 18 of the 1969 Act provides: "The Corporation is authorized to accept such moneys as may be appropriated from time to time by the General Assembly for effectuating its corporate purposes including, without limitation, the payment of the initial expenses of administration and operation and the establishment of a reserve or contingency fund to be available for the payment of the principal of and the interest on any bonds or notes of the Corporation." However, the fact that the $500,000.00 heretofore appropriated and such further appropriations, if any, as the General Assembly may see fit to make, may be used for "the establishment of a reserve or contingency fund to be available for the payment of the principal of and the interest on any bonds or notes of the Corporation," does not constitute a pledge of the faith and credit of the State or of any political subdivision thereof "for the payment of the principal of and the interest on any bonds or notes of the Corporation." The Corporation has no authority to incur any debt which would obligate the General Assembly to make appropriations. Moreover, the 1969 General Assembly, assuming it had authority to do so, did not purport to control actions of succeeding sessions of the General Assembly. Massachusetts Hous. F. Ag. v. New England Mer. Nat. B., supra at 608.

QUESTION III

Question III presents the question whether the 1969 Act delegates legislative authority in violation of Article I, § 8, of the

Constitution of North Carolina, which provides: "The legislative, executive, and supreme judicial powers of the government ought to be forever separate and distinct from each other."

"It is settled and fundamental in our law that the legislature may not abdicate its power to make laws nor delegate its supreme legislative power to any other coordinate branch or to any agency which it may create. Coastal Highway v. Turnpike Authority, 237 N.C. 52, 74 S.E.2d 310. It is equally well settled that, as to some specific subject matter, it may delegate a limited portion of its legislative power to an administrative agency if it prescribes the standards under which the agency is to exercise the delegated powers." Turnpike Authority v. Pine Island, supra at 114, 143 S.E.2d at 323, and cases cited.

The clear and declared purpose of the General Assembly is to provide "residential housing" for "persons and families of lower income." Necessarily the Corporation must determine what persons and what families are to receive its assistance.

The General Assembly, in Section 3(11) of the 1969 Act, provided: "'(P)ersons and families of lower income' means persons and families deemed by the Corporation to require such assistance as is made available by this Act on account of insufficient personal or family income, taking into consideration, without limitation, such factors as (a) the amount of the total income of such persons and families available for housing needs, (b) the size of the family, (c) the cost and condition of housing facilities available, (d) the eligibility of such persons and families for federal housing assistance of any type predicated upon a lower income basis, and (e) the ability of such persons and families to compete successfully in the normal housing market and to pay the amounts at which private enterprise is providing decent, safe and sanitary housing, and deemed by the Corporation therefore to be eligible to occupy residential housing constructed and financed, wholly or in part, with insured construction loans or insured mortgages, or with other public or private assistance."

We are of the opinion and hold that the Corporation does not legislate but determines factually, by application of the factors the General Assembly has prescribed, what persons or families are "persons and families of lower income" and therefore entitled to the benefits of the 1969 Act.

A loan which the Corporation is authorized to make or participate in making or to purchase or participate in purchasing is an "insured construction loan" or an "insured mortgage loan," which, as provided in Section 3(7) and (8) of the 1969 Act, means a loan secured by a federally insured mortgage or insured or guaranteed by the United States or an instrumentality thereof or for which there is a commitment by the United States or an instrumentality thereof to insure such loan or mortgage. This provides sufficient standards for the use of the proceeds from the sale of the Corporation's tax-exempt bonds.

Standards for making the temporary loans from the Housing Development Fund are set forth in Section 7 of the 1969 Act. The purposes for which such loans may be made are specifically defined by the General Assembly.

The public purpose of the 1969 Act is to make additional residential housing available to persons and families of lower income by promoting the construction thereof. The function of the Housing Development Fund, "a trust fund separate and distinct from any other moneys or funds administered by the Corporation," is to initiate the Corporation's program. Temporary loans from the Housing Development Fund for "development costs" are the first step in an integrated program, the second step being a construction loan, and the third step being permanent financing. Obviously, the Corporation must exercise its discretion and judgment with reference to the choice of sites and the identity of the sponsor, builder or developer with whom the Corporation will deal in connection with a particular project. It is contemplated that such sponsor, builder or developer will continue until completion of the program. No doubt the General Assembly considered this preferable to efforts by the Corporation through its own

personnel to undertake the work preparatory to the letting of contracts for the construction of residential housing.

The General Assembly has made no appropriation to the Housing Development Fund. The Housing Development Fund is to be constituted by grants from the federal government or other sources and by money borrowed in connection with the issuance and sale of its fund notes. Although we do not base decision on that ground, plaintiff, as taxpayer, has nothing to lose even if unwise or uncollectible temporary loans are made from the Housing Development Fund.

Plaintiff calls attention to provisions of the 1969 Act to the effect the Corporation may act without the prior approval of any other State agency and that no provision is made for an appeal from any of the Corporation's decisions. Suffice to say, should the factual considerations underlying the 1969 Act cease to exist or should the Corporation undertake any actions in excess of the authority conferred by the 1969 Act, a remedy through judicial proceedings would be available. Too, presumably the General Assembly will continuously review and evaluate the specific programs of the Corporation; and, if the authorized activities of the Corporation should become unnecessary or prove ineffectual, will amend or repeal the 1969 Act to such extent as may be appropriate.

QUESTION V

Question V presents the question whether the 1969 Act exempts property from taxation in violation of Article V, § 5, of the Constitution of North Carolina, which provides that "(p)roperty belonging to the State, counties and municipal corporations shall be exempt from taxation" and enumerates other properties the General Assembly may exempt from taxation. The enumerated properties do not include bonds issued by the State or any State agency, whether revenue bonds or full faith and credit bonds.

Section 19 of the 1969 Act provides:

"Tax exemption. The exercise of the powers granted by this Act will be in all respects for the benefit of the people of the State,

for their well being and prosperity and for the improvement of their social and economic conditions, and the Corporation shall not be required to pay any tax or assessment on any property owned by the Corporation under the provisions of this Act or upon the income therefrom.

"Any obligations issued by the Corporation under the provisions of this Act, their transfer and the income therefrom (including any profit made on the sale thereof), shall at all times be free from taxation by the State or any local unit or political subdivision or other instrumentality of the State, excepting inheritance or gift taxes."

In Education Assistance Authority v. Bank, supra at 539, ___ S.E.2d at ___, it was stated: "Since the tax-exempt feature makes possible the more favorable sale of revenue bonds and thereby contributes substantially to the accomplishment of the public purpose for which they are issued, we hold that the General Assembly may exempt them from taxation by the State or any of its subdivisions." In accord, we hold that, since the 1969 Act and the Corporation's activities pursuant thereto are for a public purpose, it was permissible for the General Assembly to exempt from taxation the property of the Corporation and the obligations incurred by the Corporation to effectuate such public purpose. Cf. Housing Authority v. Dockweiler, supra at 803, and cases there cited.

On this appeal, we accept the legislative findings, which are supported by facts set forth in the Stipulation, that there exists in North Carolina "a serious shortage of decent, safe and sanitary residential housing available at low prices or rentals to persons and families of lower income" and "that private enterprise and investment have not been able to produce, without assistance," the needed residential housing.

The General Assembly has determined that the State of North Carolina should respond to this serious public need, without encroachment on private enterprise, by the bold and comparatively new course

embodied in the 1969 Act. This course recognizes the responsibility and desire of this State, through a Corporation whose members are five highly-placed and responsible State officials and four non-officials appointed by the Governor of the State, to respond to this public need. True, the 1969 Act contemplates federal assistance under certain of the various provisions for federal mortgage insurance (12 U.S.C.A. §§ 1707-1715(z)) and perchance the purchase by some federal corporation or agency of the Corporation's tax-exempt bonds. However, the Corporation, as an instrumentality of the State, will manage the program and make the essential administrative decisions. If the serious shortage of residential housing is to be met, and the State fails to recognize any responsibility in the matter, the only alternative will be ever-increasing programs in which the federal government will deal directly with those in our local communities who desire to sponsor residential housing for persons and families of lower income. Presumably, the General Assembly considered that North Carolina should meet her own problems as far as possible through her own agencies and not turn them over to the exclusive attention of the federal government.

In this action, plaintiff attacks the 1969 Act in its entirety on specific constitutional grounds. We hold the 1969 Act is not unconstitutional on its face or when considered with reference to the facts set forth in the Stipulation on any of the grounds asserted by plaintiff. Whether any specific regulation or activity of the Corporation is authorized by the 1969 Act or, if authorized, whether the 1969 Act is unconstitutional as applied to that precise factual situation, is not before us.

For the reasons stated, the injunction is vacated; the judgment is reversed; and plaintiff's action is dismissed.

Reversed.

Should be Corporation

Housing Authority Has No Funds

Low income Tar Heel families who would like to buy homes of their own will have to wait at least until summer for help from the North Carolina Housing Corporation.

The reason is that the agency, plagued by delays during ber. In October, Scott said much of its 18-month existence, does not have any money yet.

And Executive Director Joe E. Eagles said the corporation won't have any funds until the bond market improves.

The Housing Corporation was created by the 1969 General Assembly at the request of Gov. Bob Scott to promote and finance private, single-family dwellings for low income families.

The agency was authorized to issue up to $[illegible] million in bonds to finance long-term mortgages for families with less than $6,000 a year income. It's goal was [illegible] mortgages a year.

Soon after the formation of the agency, however, a court

Joe E. Eagles

case challenging its constitutionality was filed. The suit claimed that the corporation would be using public funds for a private purpose.

But the state argued that eight per cent of its population — some 400,000 persons — live in substandard housing and that decent housing is as much a public purpose as education.

The North Carolina Supreme Court upheld the constitutionality of the corporation on July 31.

But the court case delayed for a year the issuance of corporation bonds, and during that year the financial pictur changed.

Right after the court decision, Eagles predicted that the corporation would make its first mortgages by Octo- the agency hoped to finance its first mortgage within 90 to 120 days.

This week, Eagles said it would be at least summer before the bonds are issued.

While the agency was tied up in court, the bond market was being flooded as municipalities, counties and corporations issued bonds to gain long-term money that was not available from commercial and mortgage banks and savings and loans. This pushed the interest rate on bonds up.

At the same time, under government pressure and the slackening demand for loans, bank and savings and loans were lowering their interest rates from 8½ to 7½ per cent.

Eagles said the corporation's underwriters estimate its bonds would sell at about 6½ per cent interest right now. That high rate is caused not only by the bond situation but by the uniqueness of the agency's bonds. They are believed to be the first in the nation backed only by low income mortgages.

The 6½ per cent rate would have been alright when mortgage interest rates were at 8½ per cent.

This would have given the corporation a 2 per cent margin between what it paid for its money and the return it received on loans.

But the current mortgage rate of 7½ per cent leaves only a 1 per cent spread. One half of this would have to go to the private lending agency which serviced the loan, and the other half of 1 per cent would be left to operate the corporation and provide some type of rebate to low income persons who borrow coporation money.

Eagles said until bonds actually go on the market, the corporation will not be able to determine exactly what type and amount of rebate it can give.

Eagles said that the agency hopes by this summer to be able to market its bonds at 6 per cent. He said this would provide a fairly safe 1½ per cent margin.

The actual mortgages w the corporation finances be made through private ding agencies on contrac the corporation.

The corporation will finance individual loan sured by the Federal Ho Authority (FHA). If a p defaults, the federal go ment would pay off the The FHA also makes and interest subsid available to low in families.

While it waits to bonds, the corporation is operating on the $500,000 money provided by the General Assembly. The is also busy soliciting grants and loans from dustries, foundations, dividuals and the fe government for a ho development trust fund.

The corporation is aut ed to use this trust fun make loans to developer construct low income hou

The first money that be received by the corpo is a $100,000 grant from Appalachian Regional mission for a tec assistance program. The will pay one-third of salaries for seven h specialists to help non groups plan low-cost h projects. The non groups would pay the two-thirds of the salaries.

Raleigh News & Observer
Sunday February 14, 1971

NORTH CAROLINA HOUSING CORPORATION
505 OBERLIN ROAD
Raleigh, North Carolina 27605

JOE EAGLES
Executive Director
P. O. Box 10975
Telephone AC/919 829-4481

February 18, 1971

Mr. Horace Barker
Apartment #14
565 Ansley Forest Drive
Atlanta, Georgia 30324

Dear Mr. Barker:

We are pleased to enclose a copy of the legislation establishing the North Carolina Housing Corporation enacted by the 1969 session of the General Assembly.

You will remember that we had to get clearance from the State Supreme Court of North Carolina as to the constitutionality of the legislation. Although the suit was instituted in December of 1969, the favorable ruling from the Supreme Court did not come down until July 31st, 1970.

During the interim, the market for tax exempt bonds was rising. Our legislation calls for the issuing of tax exempt bonds which would be a back up by an F.H.A. insured mortgage. While the F.H.A. insured rate did go up to 8½% in January of 1969, it came down to 8% in December, 1970, 7½% in January, 1971, and to 7% just day before yesterday.

Our problem is that our financial advisers tell us the bonds will yield 6½%. There is not a sufficient spread for the Corporation to operate on between bond yield and the going F.H.A. insured (7%) maximum rate. We were planning to use local lending institutions as our agents to service the local mortgages at a negotiable rate of 3/8 to 1/2 of 1%. While tentative agreements have been reached with the leadership of mortgage bankers and Savings and Loan Associations, no contracts have been signed with individual lending institutions since we have not marketed any bonds.

6½
½

Under present conditions all mortgages seem to be finding a home so there is no real need for the mortgage financing phase of our program as there was in the spring of 1969 when the program was formulated.

BOARD OF DIRECTORS

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R. PEYTON WOODSON, III
President, Occidental Life Insurance Company, Raleigh

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State Treasurer

SECRETARY:
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ROY A. SOUTHERLAND
Assistant Vice-President Wachovia Bank and Trust Company, Raleigh

ROY G. SOWERS
Director, Department of Conservation and Development

JOHN W. WINTERS
Real Estate Broker and Builder, Raleigh

development fund

There is still a need for the Development phase of our program to help produce low-and-middle income housing in our smaller cities and towns. We have evidence of this almost daily as developers and contractors call or come by to see us.

We are now formulating plans to see if we can get enough money via grants and gifts to get moving in this direction.

A $100,000,000 grant from the Appalachian Regional Commission has assured us of getting moving in the 29 Appalachian Counties, but there is a great need in the other areas as well.

If this information is not sufficient, we would be pleased to have a call from you if we could help you further.

Cordially,

Luther C. Hodges

Luther C. Hodges
Associate Director

Enc.

NORTH CAROLINA HOUSING CORPORATION
505 OBERLIN ROAD
Raleigh, North Carolina 27605

JOE EAGLES
Executive Director
P. O. Box 10975
Telephone AC/919 829-4481

March 8, 1971

Mr. Horace Barker
Apartment #14
565 Ansley Forest Drive
Atlanta, Georgia 30324

Dear Mr. Barker:

I am pleased to enclose a copy of the Supreme Court Decision. I am also sending a copy of the tentative regulations on borrowing from our Development Fund.

Any use you make of these should point that out. After we get into such loans, there will probably be some changes made.

Cordially,

Luther C. Hodges
Associate Director

Enc.

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ROY G. SOWERS
Director, Department of Conservation and Development

DR. W. L. TURNER
Director, Department of Administration

JOHN W. WINTERS
Real Estate Broker and Builder, Raleigh

October 29, 1970

Mr. Arthur C. Campbell
Associate Director
Housing & Planning Program
Southern Regional Council, Inc.
5 Forsyth Street, N. W.
Atlanta, Georgia 30303

Dear Mr. Campbell:

Thank you for your letter of October 19, 1970.

I am enclosing our latest brochure telling our basic functions and progress to date. I am also enclosing a copy of the legislation which was passed by the North Carolina General Assembly creating the North Carolina Housing Corporation.

We are now in the process of attempting to go to market with our first issue of bonds. We plan to purchase loans originated by private lenders under the FHA 235 program.

The housing development fund has not been established yet. We are trying to obtain several large contributions before setting this in motion. This fund will provide "seed money" loans, land development loans, and construction loans.

If you desire further information, please feel free to contact me at your convenience.

Sincerely,

J. C. Jordan
Associate Director

JCJ/dm

Enc.

NORTH CAROLINA
HOUSING CORPORATION

505 Oberlin Road
P. O. Box 10975
Raleigh, North Carolina 27605
919/829-4481

Joe E. Eagles

Executive Director

INTRODUCTION

In July, 1970, the North Carolina Supreme Court ruled the legislation establishing the North Carolina Housing Corporation constitutional.

The Housing Corporation is now a reality. To steal a current phrase, "It's the real thing."

Additional personnel have joined the staff to assist in implementing the program of the Housing Corporation. We have moved to new expanded quarters in the 505 Building, Oberlin Road, in Cameron Village, Raleigh, North Carolina.

Firm negotiations have been made with bond underwriters to market our bonds on the national market, and bond attorneys have been retained to work out the many details of getting tax exempt status for the bonds and the first issue marketable. Steps to implement the "Trust Fund" are now underway.

It is hoped that proceeds from the sale of bonds will be available for the Corporation to be actively making loans by January, 1971.

We at the North Carolina Housing Corporation look to the future with a great deal of enthusiasm toward filling a void in the housing needs in North Carolina.

The North Carolina Housing Corporation was authorized by Act of the 1969 General Assembly, to issue tax-exempt bonds in the amount of up to $200,000,000. Proceeds from these bonds will be loaned to builders, developers and to individual families only on FHA insured mortgages on the individual properties.

We expect this program to augment the efforts of private enterprise in the building and selling of homes. We further expect every community to benefit from the increase in the number of livable homes and the increase in local tax receipts. We expect, also, that many thousands of families who for years have been wanting and needing a standard home will benefit most of all.

For the assistance of these in the low-income brackets, we expect to work through local builders, developers and housing committees to secure Federal funds for interest and rent subsidies under Sections 235 and 236 of the Housing Act of 1968. These subsidies, in some instances and depending upon the family's income and circumstances, allow up to all but one percent of interest to be paid by the Federal Government. This will help many now eligible for public housing to become home owners instead.

PURPOSE

The purpose of the Corporation is to assist in the providing of decent, safe and sanitary residential housing to persons and families at prices or rentals they can afford.

In providing this assistance, the activities of the Corporation will embrace the entire homebuilding process, including the following stages of homebuilding:

—Pre-construction

—Land Development and Construction

—Permanent Financing

The Corporation can provide financing for preconstruction costs, land development mortgages, construction loans, and mortgage loans. Additional loan assistance will be provided to lower-income families for down payments on homes. *In no instance will financial assistance be provided when private funds are available.*

BENEFITS

The major direct beneficiaries of the Corporation will be the lower-income families of the State. Not only will the Corporation stimulate the supply of such housing, it will also be able, through its financing, to make housing available at costs estimated between $300-$800 less than is otherwise available.

The Corporation will utilize the existing framework of the private financing and construction industries. It will compliment rather than compete with them. In so doing, it will strengthen these industries, and in many parts of the State, help to develop them.

FUNCTIONS

The functions of the Corporation are:

—To make or participate in the making of Federally-insured construction loans.

—To make or participate in the making of Federally-insured mortgage loans.

—To purchase or participate in the purchase of Federally-insured mortgage loans.

—To provide technical advisory services to builders and developers, including market information.

—To provide advisory services to families both with respect to the achievement of new or improved housing, and the proper maintenance of such housing.

—To promote research and development in scientific methods of constructing low-cost residential housing of high durability;

And from the special Housing Development Fund: - only?

—To provide temporary development cost loans to qualified sponsors, builders and developers of residential housing projects for lower-income families in order to defray preconstruction expenses.

—To provide loans to qualified families to help meet down payments and other closing costs on home purchases.

—To provide, under special conditions and with participation of private lenders, uninsured loans from the special fund to cover land development and construction costs of lower-income housing projects.

The North Carolina Housing Corporation introduces a new source of mortgage capital in the State.

The Corporation will purchase or make mortgages by establishing working agreements with private financial institutions—commercial banks, savings & loan associations, and mortgage bankers. Under these agreements, an individual seeking a mortgage and meeting the income limitation of the Corporation will contact a private lending institution and file an application.

If you, as a builder, developer, real estate broker or individual, desire assistance in selecting a local lending institution, contact the North Carolina Housing Corporation and we will supply you a list of approved lending institutions in your area or county.

The private lending institution will process the application and close the mortgage, passing it on to the Corporation. The lending institution will then service the mortgage, and receive a reasonable fee for this service. It is estimated that mortgage amounts will range between $8,000 and $20,000 per dwelling unit. Families near the bottom of the income scale would require Federal interest or rental assistance. (Housing Act 1968, Sections 235 and 236).

SOME COMMONLY ASKED QUESTIONS AND ANSWERS —

1. What Does the State Intend to Do About Inadequate Housing?

The State intends to encourage private enterprise to sponsor and build housing for lower income families.

2. What Will the Housing Corporation Do?

The major emphasis of the Corporation will be to provide mortgage financing for low income families, when mortgage money is not available from private sources.

3. Is This A Public Housing Program?

On the contrary, this program will meet the needs of many people now eligible for public housing by offering them an opportunity for home ownership. In fact, it may cause many communities to take this path rather than that of public housing.

4. What Kind of Houses are We Talking About?

Principally, one-family homes, with a price range of $8,000-$20,000.

5. Who Will Build The Houses?

The private construction industry, including every business or profession in the sale and financing of homes.

6. Who Will Make the Actual Decisions of the Corporation?

The nine-member Board of Directors composed of five public officials and four members appointed by the Governor. The Board has elected its officers, including an Executive Director, Mr. Joe E. Eagles.

7. What Happens if There's a Default on a Mortgage?

All mortgages will be F.H.A. or V.A. insured and would be paid off by the Federal Government.

8. What Effect Will This Have on the Faith and Credit of the State?

It will not be involved in the backing of the bonds in any way, shape or form. The bonds will be sold nation-wide and will bring additional capital into the State that would not otherwise come. Since the State must import capital, this is another avenue by which it can be done.

9. What is the Attitude of the Private Home Builders and Home Financers Toward This Program?

Response has been favorable since a new market is seen for their service or products, a market from which they are blocked under present conditions.

If you desire further information, please contact this office, and we will be glad to assist you.

NORTH CAROLINA HOUSING CORPORATION BOARD OF DIRECTORS

CHAIRMAN:
R. Peyton Woodson, III, President
Occidental Life Insurance Company
Raleigh, N. C.

VICE-CHAIRMAN:
Edwin Gill
State Treasurer

SECRETARY:
Dr. W. L. Turner, Director
Department of Administration

G. Irvin Aldridge, Director
Department of Local Affairs

Jacob Koomen, M.D., M.P.H.
State Health Director

Claude E. Pope, Executive Vice-President
Cameron-Brown Company
Raleigh, N. C.

Roy A. Southerland, Assistant Vice-President
Wachovia Bank and Trust Co.
Raleigh, N. C.

Roy G. Sowers, Director
Department of Conservation and Development

John W. Winters
Real Estate Broker and Builder
Raleigh, N. C.

Bond Underwriters

Alex. Brown & Sons, Baltimore, Maryland
Salomon Brothers, New York

LOAN COMMITTEE

All loans shall be approved by the Loan Committee and then recommended for approval by the Board of Directors of the North Carolina Housing Corporation.

1. The Loan Committee shall approve all loans for the Housing Development Fund (Trust Fund) and shall also approve all loan purchases made from the bond proceeds.

2. The Loan Committee shall be comprised of Joe E. Eagles, Luther C. Hodges, J. C. Jordan and Vernon Schrum. At least three members must be present at a Loan Committee meeting to form a quorum.

3. The committee shall record minutes of all meetings, stating date of meeting, time, place, members present and shall record each loan considered. Loans that are rejected shall be recorded with the reason for the rejection. Loans approved shall have recorded the amount, terms, rate, fee and any special or limiting conditions. The minutes are to be retained in safe place for future reference.

4. No loan shall be presented to the Board of Directors unless it has been reviewed and approved by the Loan Committee.

5. The Loan Committee shall select a regular meeting time and shall attempt to hold all meetings at this specified time (i.e. Mondays at 10:30 a.m.).

6. All loans to be presented to the Loan Committee shall be complete in every respect. Loans for land, construction, temporary, etc., shall be on appropriate forms of N.C.H.C. and shall be supported with current financial statements, credit reports, plats, cash flow statements, etc. It is a waste of everyone's time to present an incomplete loan package without all facts and data needed to make a loan decision.

7. All requests for loan purchases shall be submitted with appropriate data on the location of the properties, average loan amount, quality of borrowers, rate, discount and yield to N.C.H.C., stated in the submission papers.

8. The Loan Committee shall adhere to loan policies and intent of General Statutes of North Carolina in making loan decisions.

9. A loan shall be approved on 3/1 or 2/1 vote. If there is a tie (2/2) the loan shall then be presented to the Board of Directors for action.

10. The Loan Committee may approve a development cost loan, construction loan, land loan and other interim finance loans up to $100,000 without Board of Directors approval. Temporary loans may be approved without Board of Directors approval. Loan purchases of FHA/VA loans from N. C. lending institutions may be approved up to $250,000 without the approval of the Board of Directors.

11. All loans approved by the Loan Committee under #10, above, shall be listed and knowledge of their approval made to Board of Directors. The list shall state borrower (or sellers) name, amount rate (or yield), purpose of the loan, location and fees collected (if any).

12. In the event a committee meeting is impossible to obtain, the members of the committee may be polled by telephone, telegram or personal interview by one other committee member in order to render a loan decision. A statement of the polling shall be prepared for the minutes.

13. The committee shall select a Chairman and a Secretary. The meetings shall be run on an orderly basis with Roberts Rules of Order prevailing.

14. Notice of approval of a loan shall be sent to the borrower and/or

field representative by the Director of Field Operations.

15. Notice of approval of a loan purchase shall be sent to the seller by the Director of Finance.

16. Rejections shall be notified in the same manner as in 14 and 15 above.

17. All loans shall be presented to the committee by the Chairman. The vote shall be recorded by the Secretary. From time to time, if necessary, a field representative may be called upon to make a presentation on a land loan, construction or loan situation that he has first hand knowledge of and working with the borrower.

18. If a loan application has principals that are relatives, personal friends, etc. of a committee member, said committee member should excuse himself from voting on the application.

19. All loans shall be subject to review by the Board of Directors and legal counsel.

20. The minutes of the Loan Committee shall be open to review at any time to members of the Board of Directors.

THE UNIVERSITY OF NORTH CAROLINA

NEWS LETTER

Published Quarterly.
Prepared by the Institute for Research in Social Science.

CHAPEL HILL, N. C.
THE UNIVERSITY OF NORTH CAROLINA

SEPTEMBER, 1968
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The Need For Family Planning In North Carolina

By C. Horace Hamilton

Associate Director
Carolina Population Center
and
Visiting Professor of Sociology
and Biostatistics

Many counties, cities, and communities have some more or less systematically organized family planning programs. Moreover, the current downward trend in the birth rate is evidence that family planning is practiced by a large percentage of North Carolina families. The practice of birth control has no doubt been facilitated by the development of the "pill" and other contraceptive methods. Because of these trends and facts, many people are under the impression that we need no longer be seriously concerned about the problem of overpopulation or of the need for investing public funds in family planning programs.

If there is any complacency over the need for family planning, a look at the latest available facts about births in North Carolina should dispel any idea that we can now relax and forget about the problem. During the calendar year 1966, according to the Statistics Section of the State Board of Health, there were 92,727 births and 42,218 deaths. The difference between births and deaths, i.e., natural increase, was 50,509. Thus, from one point of view, in 1966, the state had 50,509 more births than were needed to maintain the population at a stable level.

A similar excess of births over years of age. For all other age groups, we shall define as **excessive** all births occurring during 1966 to mothers in the following age and birth order groups:

Age of Mother	Excluded Births
15-19	Above the 1st order
20-24	Above the 2nd order
25-29	Above the 3rd order
30-34	Above the 4th order
35-39	Above the 5th order

Although these assumptions are made partly for the purpose of establishing some sort of reasonable and convenient statistical criterion, it can also be argued that such limits are in the interest of both the individual family and of society which must pay part of the cost of excessively large families among the low income groups.

Actually our definition of excess births is more on the liberal than the conservative side. There are both medical and economic reasons why

ties, such as Madison, Clay, Alleghany, Graham, and Ashe.

Among nonwhite mothers, the highest percentage of excess births are found in such predominantly agricultural counties as Greene, Halifax, Edgecombe, Jones, and Northampton.

Urban metropolitan counties, such as Wake and Mecklenburg, in general have low percentages of excess births, but even in these counties the percentage of excess nonwhite births is greater than the white. In Wake County only 18.8 percent of the white births are classed as excess. Other counties having a low percentage of excess white births are Orange, Tyrrell, Lenoir, Durham, Mecklenburg, Hertford, Chowan, Gates, and Pasquotank. Among nonwhite mothers having lower than average percent excess births are those of Durham, Chatham, Lee, Guilford, Pamlico, Orange, Randolph, Stanly, Onslow, and Chowan counties.

TABLE 1
Number and Percentage of Excess Births By Color and Age of Mother, North Carolina, 1966

Age of Mother	Number and Percentage of Excess Births					
	Total		White		Nonwhite	
	Number	Percent	Number	Percent	Number	Percent
All ages	33,043	35.6	17,284	27.0	15,759	55.1
Under 15	401	100.0	91	100.0	310	100.0
15 - 19	6,342	29.4	3,033	23.3	3,309	38.7
20 - 24	10,458	31.3	5,763	23.7	4,695	51.2
25 - 29	7,526	38.2	4,290	29.1	3,236	65.1
30 - 34	4,280	40.6	2,162	28.8	2,118	70.0
35 - 39	2,365	43.9	956	27.7	1,408	73.0
40 - Up	2,198	100.0	989	100.0	682	100.0

TABLE 2
Estimates of the Number and Percentage of Excess Births In North Carolina Counties, 1966

State and Counties	Total Births	Excess Births Number	Excess Births Percent	Rank of County
North Carolina	92,727	33,043	35.6	
1. Alamance	1,777	496	27.9	94
2. Alexander	329	100	30.4	84
3. Alleghany	136	49	36.0	53
4. Anson	481	220	45.7	13
5. Ashe	354	131	37.0	48
6. Avery	224	71	31.7	76
7. Beaufort	646	242	37.5	46
8. Bertie	415	212	51.1	4
9. Bladen	529	229	43.3	21
10. Brunswick	423	170	40.2	33
11. Buncombe	2,509	785	31.3	78
12. Burke	1,065	303	28.5	92
13. Cabarrus	1,293	413	31.9	74
14. Caldwell	1,272	432	34.0	61
15. Camden	76	35	46.1	10
16. Carteret	544	180	33.1	64
17. Caswell	297	132	44.4	20
18. Catawba	1,653	546	33.0	67
19. Chatham	463	160	34.6	58
20. Cherokee	281	86	30.6	82
21. Chowan	181	60	33.1	65
22. Clay	64	24	37.5	47
23. Cleveland	1,454	563	38.7	40
24. Columbus	947	425	44.9	17
25. Craven	1,346	485	36.0	54
26. Cumberland	4,237	1,493	35.2	56
27. Currituck	121	46	38.0	44
28. Dare	116	34	29.3	89
29. Davidson	1,771	627	35.4	55
30. Davie	311	101	32.5	72
31. Duplin	713	293	41.1	29
32. Durham	2,102	647	30.8	81
33. Edgecombe	1,075	507	47.2	9
34. Forsyth	3,605	1,198	33.2	63
35. Franklin	479	198	41.3	28
36. Gaston	2,987	1,078	36.1	51
37. Gates	151	65	43.0	43
38. Graham	122	44	36.1	52
39. Granville	580	267	46.0	11

state had 50,509 more births than were needed to maintain the population at a stable level.

A similar excess of births over deaths has existed throughout our state's history. As a result of the relatively high rate of natural increase, North Carolina has experienced a heavy out-migration and, at the same time, has increased in population. Most people, intuitively, think that population growth is a good thing, but that heavy out-migration is a bad thing. Just how bad and how good these trends are is a matter of opinion, but it is not the purpose of this paper to discuss population policy. It suffices to point out that rapid population growth, not only in other countries but also in our own state and nation is creating serious social and economic problems.

There are many ways to measure the need for family planning, although there may be some disagreement as to how many children a family should have. In a free and democratic society the decision on family size is considered to be the prerogative of individual families. Yet many surveys show that most married couples do not want more than two to four children. (In order to maintain a stable population, only about 230 children per hundred married couples are needed to maintain the population.)

In spite of the fact that most women in this country no longer want the very large families which were common in the rural areas of our nation for many generations, the current birth statistics show that a substantial percentage of North Carolina families are still giving birth to more children than they can provide for even at a modest standard of living. In 1966, the vital statistics show that more than a fourth of the babies were born to North Carolina mothers who already had three children. However, a more refined and accurate estimate of the number of "excess" births may be arrived at by taking into consideration the age of the mother.

On the basis of known relationships between maternal and child health and the timing and number of births, we shall define as "excess" births all those born to mothers either under 15 years or over forty

40 - Up	2,198	100.0	[illegible]	[illegible]

the conservative side. There are both medical and economic reasons why a mother over 35 years of age should not have any children of the sixth order and above. However, statistically, it is justified on the grounds that a very small number of families with more than five children should be included so that the average number of children per mother will be high enough to maintain the population. If, for example, the relative number of women with zero, one or only two children should increase, there would need to be some increase in the number of mothers with three or more children.

On the basis of the above assumptions, it is found that 33,033, or 35.6 percent of the 1966 births were excessive, and most of them were probably unwanted by the parents. This number of excessive births may be broken down by age of mother as shown in Table 1.

It is interesting to note that of the 17,201 excess births to mothers under 25 years of age, more than one-half were white (8,887, or 51.7 percent.) On a percentage basis, the number of excess nonwhite births is approximately twice that of the white percentage. It should be noted that other studies show excess fertility is associated with low income, educational attainment, and occupational level, irrespective of race.

The county differences (see Table 2) in the number and percentage of excess births, indicative of the need for family planning, also reflect differences in the social, economic, and educational characteristics of the population. Counties with high percentages of farm people have high percentages of excess births; and the large metropolitan and urban counties have relatively low percentages of excess births.

Greene County, an eastern North Carolina agricultural county, has the highest percentage of excess births. Practically all of the other counties ranking high in excess births are also found in eastern North Carolina.

Among white mothers the highest percentages of excess births are found in the rural mountain counties. Stanly, Onslow, and Chowan counties.

The data presented in this issue of the **News Letter** are of great significance from the point of view of developing an effective family planning program. Since nearly all babies are now delivered by physicians in hospitals, the counseling of mothers needing family planning and clinical services can most effectively be carried out by physicians and other professional health personnel at the time a mother is having either an unwanted or a higher order birth. Unfortunately, very few hospitals and physicians (except at the three medical schools in North Carolina) have developed effective programs for guiding mothers in modern family planning practices.

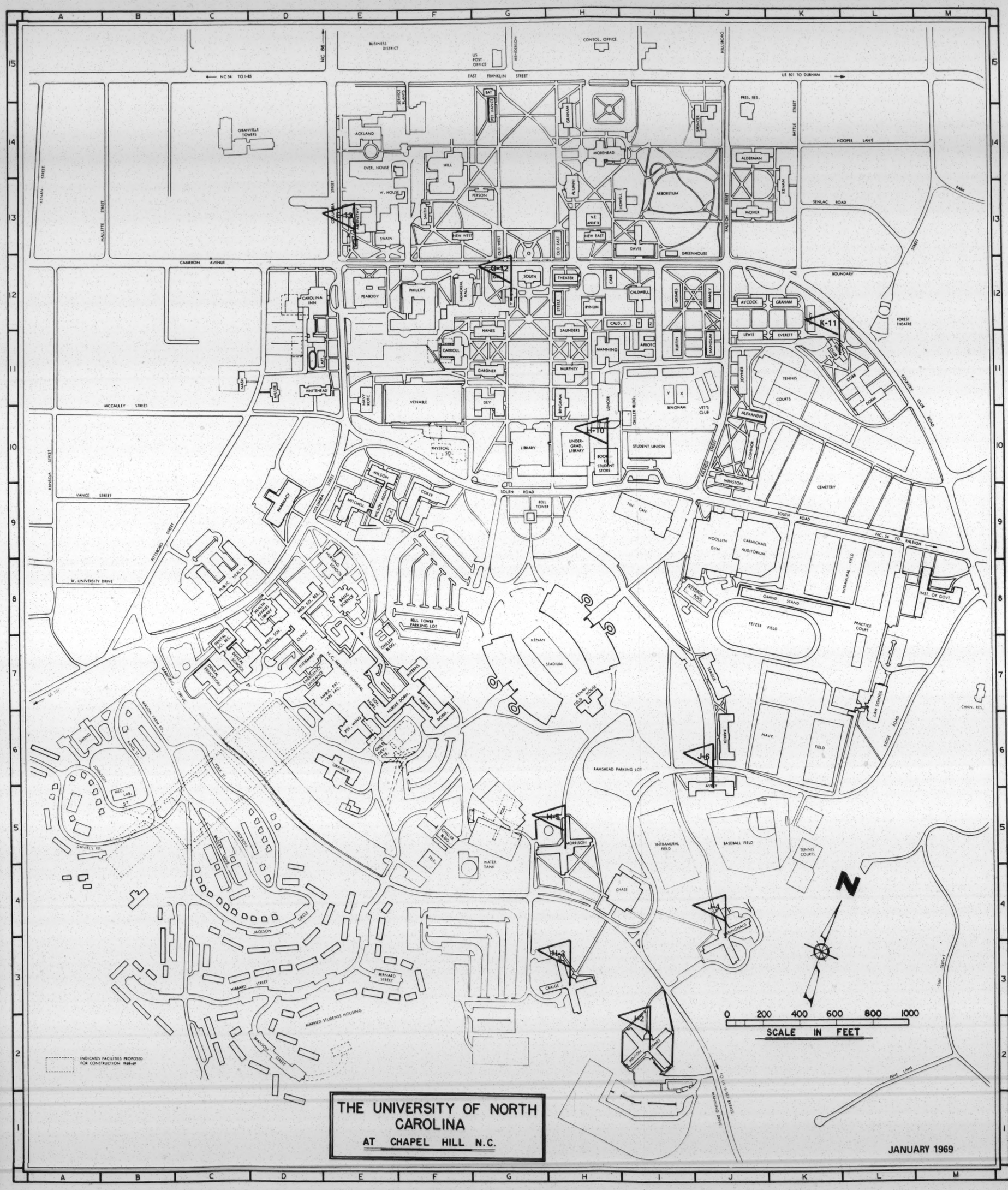
Since these data apply only to women at child birth, we must not overlook the fact that many women who do not give birth to a child during any particular year may also be in need of family planning. However, by combining data on births by age of mother and birth order for several years, a more complete picture of the overall need for family planning in a county can be derived.

A complete program of family planning in any county involves also a consideration of the social, educational and economic status of the county's population. Many counties now have local family planning committees; and they work closely with the health and welfare departments. However, a survey of family planning programs in the counties shows that health and welfare departments simply do not have an adequate supply of health personnel to do the kind of job required.

More effective family planning, in both public and private programs, will help to: (1) raise the level of living; (2) improve the health of both mothers and children; and (3) improve the overall quality of life—the human dividend—for all North Carolinians.

(Source of data for Table 2: North Carolina State Board of Health, Division of Epidemiology, Public Health, Statistics Section.)

36.	Gaston	2,987	1,078	36.1	51
37.	Gates	151	65	43.0	43
38.	Graham	122	44	36.1	52
39.	Granville	580	267	46.0	11
40.	Greene	281	154	54.8	1
41.	Guilford	5,137	1,774	34.5	59
42.	Halifax	1,193	592	49.6	6
43.	Harnett	928	379	40.8	32
44.	Haywood	774	242	31.3	79
45.	Henderson	706	236	33.4	62
46.	Hertford	412	195	47.3	8
47.	Hoke	326	147	45.1	16
48.	Hyde	86	39	45.3	15
49.	Iredell	1,319	497	37.7	45
50.	Jackson	301	90	29.9	85
51.	Johnston	1,005	383	38.1	42
52.	Jones	171	88	51.5	2
53.	Lee	605	196	32.4	73
54.	Lenoir	1,049	400	38.1	43
55.	Lincoln	581	185	31.8	75
56.	McDowell	541	189	34.9	57
57.	Macon	209	57	27.3	95
58.	Madison	251	99	39.4	36
59.	Martin	486	204	42.0	24
60.	Mecklenburg	6,100	1,823	29.9	86
61.	Mitchell	213	63	29.6	87
62.	Montgomery	352	129	36.6	49
63.	Moore	737	288	39.1	38
64.	Nash	1,047	434	41.5	27
65.	New Hanover	1,312	434	33.1	66
66.	Northampton	467	239	51.2	3
67.	Onslow	2,322	680	29.3	90
68.	Orange	905	234	25.9	97
69.	Pamlico	122	40	32.8	69
70.	Pasquotank	471	180	38.2	41
71.	Pender	305	139	45.6	14
72.	Perquimans	136	61	44.9	18
73.	Person	487	196	40.2	34
74.	Pitt	1,352	533	39.4	37
75.	Polk	189	59	31.2	80
76.	Randolph	1,337	357	26.7	96
77.	Richmond	828	357	43.1	22
78.	Robeson	1,997	966	48.4	7
79.	Rockingham	1,416	582	41.1	30
80.	Rowan	1,406	458	32.6	71
81.	Rutherford	849	293	34.5	60
82.	Sampson	842	352	41.8	26
83.	Scotland	566	238	42.0	25
84.	Stanly	721	181	25.1	99
85.	Stokes	444	145	32.7	70
86.	Surry	956	303	31.7	77
87.	Swain	195	78	40.0	35
88.	Transylvania	349	99	28.4	93
89.	Tyrrell	39	7	17.9	100
90.	Union	1,032	403	39.1	39
91.	Vance	663	305	46.0	12
92.	Wake	3,770	1,148	30.5	83
93.	Warren	287	143	49.8	5
94.	Washington	311	139	44.7	19
95.	Watauga	306	90	29.4	88
96.	Wayne	1,668	611	36.6	50
97.	Wilkes	904	298	33.0	68
98.	Wilson	1,202	493	41.0	31
99.	Yadkin	409	105	25.7	98
100.	Yancey	223	64	28.7	91



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STUDENT STORES – MAIN UNIT H-10
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Manning Drive Parking Lot	C-6
Manning Hall	H-11
Married Students' Housing	D-2
Memorial Hall	F-12
Mitchell Hall (Geology)	E-9
Monogram Dining Room and Faculty Club	K-11
Morehead Planetarium	H-14
Murphy Hall (Classics, Religion)	H-11
Nash Hall (Geography)	C-11
Naval R.O.T.C. Armory	E-11
Navy Field	K-6
New East Hall (City Planning)	H-13
New East Annex (Graduate Geography, Art)	H-13
New West Hall	F-13
Old Well	G-12
Peabody Hall (Education)	E-12
Person Hall (Anthropology and Museum)	G-13
Pettigrew Hall	G-14
Phillips Hall (Mathematics, Physics, Statistics, and Computation Center)	F-12
Phillips Hall Annex	F-12
Physical Science Building	F-10
Playmakers	H-12
President's House	J-14
Ramshead Parking Lot	I-6
Rifle Range	J-11
Saunders Hall (History)	H-11
Scuttlebutt	E-12
Service Plants (Utilities & Engineer's Office)	E-14
Smith (Statistics)	F-13
South Building (Administration)	G-12
Steele Building (Administration)	H-12
Student Store (Book Exchange)	H-10
Student Union	I-10
Swain Hall (Radio, Television, & Motion Pictures)	E-13
Tennis Courts	K-11
Tin Can (Physical Education)	I-9
Utilities Office	E-14
Vance Hall (Student Aid)	G-14
Venable Hall (Chemistry)	F-10
Water Tank	F-4
West House (Computing Center Office)	E-13
Wilson Hall (Zoology)	E-9
Woollen Gymnasium (Physical Education)	J-9
YMCA-YWCA	G-12

RESIDENCE HALLS

Alderman (women)	J-14
Alexander	J-10
Avery	J-5
Aycock	J-12
Carr	H-12
Cobb (women)	L-11
Connor (women)	J-10
Craige	H-3
Ehringhaus	J-4
Everett	K-11
Graham	K-12
Grimes	I-12
James	I-2
Joyner (women)	J-11
Kenan (women)	K-13
Lewis	J-11
McIver (women)	J-13
Mangum	J-11
Manly	J-12
Morrison	H-5
Old East	H-13
Old West	G-13
Parker (women)	J-6
Polk	G-5
Ruffin	I-11
Spencer (women)	J-14
Stacy	K-12
Teague	J-7
Whitehead (women)	D-11
Winston (women)	J-9

HEALTH AFFAIRS

Ambulatory Patient Care Facility	E-7
Basic Science	E-8
Child Development Center	E-6
Clinic	D-7
Dental Education	C-7
Dental School	C-7
Dental Science Research	C-7
Gravely Tuberculosis Sanatorium	E-6
Health Affairs Library	D-8
Hospital	E-7
Infirmary (Student Health Service)	D-7
Interns' Quarters	F-7
Medical Laboratory	B-5
Medical School	D-7
Medical Sciences Research	D-8
Miller Hall (Health Affairs Offices)	D-11
Nurses' Dormitory	F-6
Nursing, School of	E-6
Nursing, School of—Carrington Hall	E-8
Pharmacy, School of	D-9
Public Health, School of	C-8
Psychiatric Wing	E-6
Swing Building	A-6

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rainfall, first results are very encouraging. If dynamic seeding proves successful on a large scale over many regions of the globe, man will have taken a major step toward water management and the mitigation of severe storms.

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Man and His Environment

Economic factors are more important than population growth in threatening the quality of American life.

Ansley J. Coale

The way our economy is organized is an essential cause, if not *the* essential cause, of air and water pollution, and of the ugly and sometimes destructive accumulation of trash. I believe it is also an important element in such dangerous human ecological interventions as changes in the biosphere resulting from the wholesale use of inorganic fertilizers, of the accumulation in various dangerous places such as the fatty tissue of fish and birds and mammals of incredibly stable insecticides. We can properly attribute such adverse effects to a combination of a high level of economic activity and the use of harmful technological practices that are inconsistent with such a high level.

The economist would say that harmful practices have occurred because of a disregard of what he would call *externalities*. An externality is defined as a consequence (good or bad) that does not enter the calculations of gain or loss by the person who undertakes an economic activity. It is typically a cost (or a benefit) of an activity that accrues to someone else. A fence erected in a suburban neighborhood for privacy also affords a measure of privacy to the neighbor—a cost or a benefit depending on how he feels about privacy versus keeping track of what goes on next door. Air pollution created by an industrial plant is a classic case of an externality; the operator of a factory producing noxious smoke imposes costs on everyone downwind, and pays none of these costs himself—they do not affect his balance sheet at all. This, I believe, is the basic economic factor that has a degrading effect on the environment: we have in general permitted economic activities without assessing the operator for their adverse effects. There has been no attempt to evaluate—and to charge for—externalities. As Boulding says, we pay people for the goods they produce, but do not make them pay for the bads.

To put the same point more simply: environmental deterioration has arisen to a large extent because we have treated pure air, pure water, and the disposal of waste as if they were free. They cannot be treated as free in a modern, urban, industrial society.

There are a number of different kinds of policies that would prevent, or at least reduce, the harmful side effects of some of our economic activities, either by preventing or reducing the volume of the harmful activity, or by inducing a change in technique. Other policies might involve curative rather than preventive steps, such as cleaning up trash along the highways, if we cannot prevent people from depositing it there.

Among the possibilities are steps that would make externalities internal. An example that I find appealing, although it is perhaps not widely practical, is to require users of flowing water to take in the water downstream of their operation and discharge it upstream. A more general measure is to require the recycling of air or water used in industrial processes, rather than permitting the free use of fresh water and clean air, combined with the unmonitored discharge of exhaust products.

Public authorities can charge for unfavorable external effects by imposing a tax on operations that are harmful to the environment. The purpose of such taxes is to reduce the volume of adverse effects by inducing a shift in technique or by reducing the volume of production by causing a rise in

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price. Also, the tax receipts could be used to pay for mitigating the effect. An example of a desirable tax is one imposed to minimize the use of disposable cans and bottles for soft drinks and beer. Not long ago the majority of manufacturers produced these commodities in containers that were to be returned. The producer offered a modest price for returning bottles as an inducement. It has proven cheaper to use disposable glass bottles and cans; recently aluminum cans have rapidly increased in popularity, substituting a container that lasts indefinitely for the tin cans that would sooner or later rust away. Everyone is familiar with the resultant clutter on beaches, in parks, and along the highways. If a tax of 10 cents per unit were imposed on each disposable container, it would clearly be cheaper to go back to returnables. If some manufacturers found it advantageous to pay the 10-cent tax, the receipts could be used to pay for cleaning up highways and beaches.

Another approach that would induce people to give up economic activities with harmful effects on others is to make individuals and corporations financially liable for any damage caused by their operations. The resultant litigation would be an unwarranted windfall for lawyers, but financial liability might be a very potent factor in reducing pollution.

There is general agreement that our knowledge of what affects the environment is wholly inadequate. Because of inadequate monitoring and measurement, we do not know what is happening to the atmosphere or the biosphere; we need research to keep track of what is going on as well as to develop the techniques that will produce the goods we want with fewer of the bads we do not want.

An Economist's Review of Resource Exhaustion

One of the questions most frequently raised about the environmental effects of modern life is the rapid and rising rate of extraction of raw materials. Are we running out of resources?

I would first like to note that the distinction between renewable and nonrenewable resources is not a clear one. There are, of course, instances of nonrenewable resources in the form of concentrated sources of energy, such as the fossil fuels. These are reservoirs of reduced carbon embodying radiant energy from the sun that accumulated over many thousands of years. When these fuels are used, the energy that is released is to a large extent radiated into space, and we have no way of reclaiming it. The geological processes that are constantly renewing the fossil deposits of carbon are so slow compared to the rate at which we are burning the fuels that the designation "nonrenewable" is appropriate.

On the other hand, when we think of our resources of such useful materials as the metallic elements of iron, copper, nickel, lead, and so forth, we should realize that spaceship Earth has the same amount of each element as it had a million years ago, and will have the same amount a million years from now. All we do with these resources is to move them around. The energy we use is lost, but the minerals we find useful are still with us. It does not pay to recycle these minerals (that is to use them repeatedly by reclaiming scrap) because the deposits of minerals in the ground or in the ocean are still such a cheap source. It must be noted that the mining of fresh ore is cheaper than the use of scrap in part because miners are not charged for their "externalities." If harmful by-products of mining could not be discharged into streams, if mine tailings were regulated, and erosion-producing or even unesthetic practices forbidden, minerals would be more expensive and recycling more attractive. In the production of any metallic element, the easier sources are exploited first. As mining gets more difficult, the ore gets more expensive, and recycling becomes more nearly competitive. It seems wholly probable that the technology of recycling will be improved.

The surprising fact is that raw materials are not at the moment very costly, and moreover their cost relative to the cost of finished goods has not been increasing. The gross national product in the United States is more than $4500 per capita and the raw materials component per capita is less than $100. The price of raw materials relative to the price of finished goods is no higher now than at the beginning of the century, and if we were running out of raw materials, they would surely be rising in relative expensiveness. A prominent exception is saw lumber, which is substantially more expensive relative to the cost of finished wooden products than it used to be.

The reason that the future of our resource situation always seems so bleak and the past seems quite comfortable is that we can readily construct a plausible sounding estimate of the future demand for a particular raw material, but cannot form such a plausible picture of the future supply. To estimate the future demand, we need merely note the recent trends in the per capita consumption of whatever it is we are concerned about, utilize whatever plausible projection of population we are prepared to accept, multiply the two together and project an astonishingly high rate of usage 50 years in the future. If this demand does not seem overwhelming, we need only make a projection 100 years in the future. What we cannot so readily foresee is the discovery of new sources and of new techniques of extraction, and, in particular, the substitution of other raw materials or the substitution of other industrial processes which change the demand away from the raw material we are considering. Hence it can always be made to appear that in the future we are going to run out of any given material, but that at present we never have.

It is possible to set plausible limits to the stores of fossil fuels that we are likely to discover, and with the very rapid rise in the use of these fuels they will surely become more expensive in some not too distant time. It should be noted, however, that we will not suddenly "run out" of fossil fuels. Long before the last drop of oil is used, oil will have become much more expensive. If gasoline were $5 or $10 a gallon, we would utilize it much more sparingly, with small economical automobile engines, or perhaps the substitution of some non-petroleum-based fuel altogether. In fact, the principal user of our petroleum deposits may be the petrochemical industries. I have given this special attention to fossil fuels because there is no substitute in prospect for such fuels in small mobile units such as automobiles. On the other hand, the supply of overall energy seems to pose no problem. There seems to be ample fissionable material to supply rising energy needs for many centuries, if breeding reactors are perfected. If fusion proves a practical source, the supply of energy can properly be considered limitless.

Another aspect of the relation of the United States economy to resources that is much publicized today is the

fact that we are consuming such a large fraction of the current annual extraction of raw materials in the world. A much quoted figure is that 6 percent of the world's population is using 30 percent of the resources. It is concluded from figures such as these that we are robbing the low-income countries of the world of the basis of their future prosperity—that we are using up not only our resources, but theirs as well. Most economists would find this a very erroneous picture of the effect of our demand for the raw materials extracted in the less developed parts of the world. The spokesmen for the less developed countries themselves constantly complain about the adverse terms of trade that they face on world markets. The principal source of their concern is the low price of raw materials and the high price of finished goods. The most effective forms of assistance that the developed countries (including the United States) give to the less developed countries are the purchases they make from the less developed countries in international trade. A developing country needs receipts from exports in order to finance the purchase of the things they need for economic development. For example, in order to industrialize, a nonindustrialized country must for a long time purchase capital equipment from more advanced countries, and the funds for such purchases come from exports—principally of raw materials. Economists in the developing countries feel that the demand for raw materials is inadequate. Perhaps the most important adverse effect of slowing down the growth of the gross national product in the United States would be that it would diminish the demand for primary products that we would otherwise import from the less developed countries. After all, if a developing country wants to retain its raw materials at home, it can always place an embargo on their export. However, it would be a policy very damaging to economic progress of that very country.

Note that the effect of our high demand for raw materials is a different matter from the desirability of the domestic control of mineral resources within the developing countries. Selling oil on the world market provides immense economic advantages to a developing country. Whether foreign interests should be represented in the extraction of raw materials is another question.

Population Growth in the United States

I shall begin a discussion of populaton with a brief description of recent, current, and future population trends in the United States. Our population today is a little over 200 million, having increased by slightly more than 50 percent since 1940. I think it is likely to increase by nearly 50 percent again in the 30 years before the end of the century.

This rate of increase cannot continue long. If it endured throughout the next century, the population would reach a billion shortly before the year 2100. Within six or seven more centuries we would reach one person per square foot of land area in the United States, and after about 1500 years our descendants would outweigh the earth if they continued to increase by 50 percent every 30 years. We can even calculate that, at that rate of increase, our descendants would, in a few thousand years, form a sphere of flesh whose radius would, neglecting relativity, expand at the velocity of light.

Every demographer knows that we cannot continue a positive rate of increase indefinitely. The inexorable arithmetic of compound interest leads us to absurd conditions within a calculable period of time. Logically we must, and in fact we will, have a rate of growth very close to zero in the long run. The average rate of increase of mankind from the inception of the species until the present is zero to many decimal places. If we agree that 10,000 years from now we can have no more than one person per square foot, and that the population of the world will at a minimum exceed that of Richmond, Virginia, we can say that the average annual growth of population will be within one per thousand of zero.

The only questions about attaining a zero rate of increase for any population is when and how such a rate is attained. A zero rate of increase implies a balance between the average birth and death rates, so the choice of how to attain a zero rate of increase is a choice between low birth and death rates that are approximately equal. The average growth rate very near to zero during mankind's past history has been attained with high birth and death rates—with an average duration of life that until recently was no more than 30 or 35 years. I have no difficulty in deciding that I would prefer a zero rate of growth with low rather than high birth and death rates, or with an average duration of life in excess of 70 years, as has been achieved in all of the more advanced countries of the world, rather than the life that is "nasty, brutish, and short." The remaining question then is *when* should our population growth level off.

A popular answer today is "immediately." In fact a zero rate of increase in the United States starting immediately is not feasible and I believe not desirable. The reason is the age composition of the population that our past history of birth and death rates has left to us. We have an especially young population now because of the postwar baby boom. One consequence is that our death rate is much lower than it would be in a population that had long had low fertility. That is, because our population is young, a high proportion of it is concentrated in ages where the risk of mortality is small. Therefore, if we were to attain a zero growth rate immediately, it would be necessary to cut the birth rate about in half. For the next 15 or 20 years, women would have to bear children at a rate that would produce only a little over one child per completed family. At the end of that time we would have a very peculiar age distribution with a great shortage of young people. The attendant social and economic disruptions represent too large a cost to pay for the advantages that we might derive from reducing growth to zero right away.

In fact, a more reasonable goal would be to reduce fertility as soon as possible to a level where couples produced just enough children to insure that each generation exactly replaced itself. If this goal (early attainment of fertility at a replacement level) were reached immediately, our population would increase 35 to 40 percent before it stabilized. The reason that fertility at the mere replacement level would produce such a large increase in population is again the age distribution we have today. There are many more people today under 20 than 20 to 40, and when the relatively numerous children have moved into the childbearing ages, they will greatly outnumber the persons now at those ages, and when the current population under age 20 moves into the old ages, they will be far more numerous than the people now at the old ages. Thus to move the population to replacement would be to insure approximately that the number of children

under 20 will be about the same as it is today, but that the number above that age will be substantially higher. The net effect is the increase of 35 to 40 percent mentioned just above. It is the built-in growth in our age composition that led me to state earlier that I think an increase in the order of 50 percent of the U.S. population is not unlikely.

A sensible choice in reducing our growth rate to zero then is between early or late attainment of fertility at the replacement level. Is there any reason that we should not attempt to attain a fertility at replacement as soon as possible? My own opinion is that an early move in that direction is desirable, but for the sake of completeness, I must point out that there is a non-negligible cost associated with attaining a stationary population—the population that will exist with fertility at replacement after the age distribution left over from the past has worked out its transitory consequences.

A stationary population with the mortality levels that we have already attained has a much older age distribution than any the United States has ever experienced. It has more people over 60 than under 15, and half the population would be over 37 rather than over 27, as is the case today. It would be an age distribution much like that of a health resort.

Moreover, if we view the age pyramid in the conventional way, with the number of males and females being drawn out as in the branches of a Christmas tree (age representing altitude of the tree) the pyramid for the stationary population is virtually vertical until age 50 because of the small number of deaths under the favorable mortality conditions we have attained. In contrast, the age distribution of the United States to date has always tapered more or less sharply with increasing age. The stationary population with its vertical sides would no longer conform in age composition to the shape of the social structure—to the pyramid of privilege and responsibility. In a growing population, the age pyramid does conform, so there is a rough consonance of shape between diminishing numbers at higher ages and the smaller number of high positions relative to low positions. In a stationary population there would no longer be a reasonable expectation of advancement as a person moves through life. I have indicated that sooner or later we must have a stationary population, so that sooner or later we must adjust to such an age composition. I am pointing to this disadvantage to show that there is a choice between moving more gradually to a stationary population at the expense of a larger ultimate population size in order to continue to enjoy for a longer time the more desirable age distribution of a growing population.

Connection between Population and Pollution

The connection between the current growth in our population and the deterioration of our environment of which we have all become aware is largely an indirect one. The problem has arisen because we are permitting the production of bads (pollution, or negative externalities) along with goods. There seems little doubt that the rapid increase in the production of goods has been responsible for the rapid increase in the production of bads, since we have made no effective effort to prevent the latter from accompanying the former. But per capita increase in production has been more important than population growth. It has been calculated that if we were to duplicate the total production of electricity in the United States in 1940 in a population enjoying the 1969 per capita usage of energy, the population could be only 25 million rather than 132 million people there were in 1940. Population has increased by 50 percent, but per capita use of electricity has been multiplied several times. A similar statement can even be made about the crowding of our national parks. The population has increased by about 50 percent in the last 30 years—attendance in national parks has increased by more than 400 percent.

A wealthy industrial urban population of 100 million persons would have most of the pollution problems we do. In fact, Sydney, Australia, has problems of air and water pollution and of traffic jams, even though the total population of Australia is about 12 million in an area 80 percent as big as the United States. Australia is actually more urbanized than the United States, in spite of its relatively small population and large overall area.

If we have the will and intelligence to devise and apply proper policies, we can improve our environment and can do so either with the current population of 200 million, or with the population that we will probably have in another 50 years of 300 million. On the other hand, if we ignore environmental problems and continue to treat pure air and water and the disposal of trash as if they were free, and if we pay no attention to the effects of the techniques that we employ upon the balance of nature, we will be in trouble whether our population grows or not. There is no doubt that slower population growth would make it easier to improve our environment, but not much easier.

Policies That Would Affect the Growth of Population

We must, at some time, achieve a zero rate of population, and the balance should surely be achieved at low birth and death rates rather than at high rates. If, as at present, only about 5 percent of women remain single at the end of the childbearing span, and if 96 percent of women survive to the mean age of childbearing, and if finally the sex ratio at birth remains about 105 males for every 100 females, married couples must have an average of about 2.25 children to replace themselves. What kinds of policies might be designed to assure such a level of fertility or, more generally, to produce the fertility level that is at the moment socially desirable?

I begin with a set of policies that are consistent with general democratic and humanitarian principles, although a minority of the population would oppose them on religious grounds. These are policies that would, through education and the provision of clinical services, try to make it possible for every conception to be the result of a deliberate choice, and for every choice to be an informed one, based on an adequate knowledge of the consequences of bearing different numbers of children at different times. A component of such a set of policies would be the development of more effective means of contraception to reduce the number of accidental pregnancies occurring to couples who are trying to avoid conception. These are policies that call for a substantial government role and I think that an effective government program in these areas is already overdue. I personally believe that education in the consequences of childbearing and in the techniques of avoiding preg-

nancy, combined with the provision of contraceptive services, should be supplemented by the provision of safe and skillful abortion upon request. It is clear that the public consensus in favor of abortion is not nearly as clear cut as that in favor of contraception, and I know that the extent and the strength of the moral objection to induced abortion is much greater. Nevertheless, I am persuaded by experience in Japan and eastern Europe that the advantages of abortion provided under good medical auspices to cause the early termination of unwanted pregnancies are very important to the women affected, as is evident in the fact that when medically safe abortion has been made available at low cost, the number of abortions has initially been as great or greater than the number of live births. Later there is a typical tendency for women to resort to contraception rather than repeated abortions.

The reason I favor abortion is that such a high proportion of births that occur today are unwanted, and because a large number of desperate pregnant women (probably more than a half a million annually) resort to clandestine abortions today, with high rates of serious complications. In contrast, early abortion, under skilled medical auspices, is less dangerous than tonsillectomy, and substantially less dangerous than carrying a child to full term.

N.C.? In recent years the number of births that were unwanted in the United States constituted about 20 percent of the total (an unwanted birth was defined as one in which the woman said that conception occurred either as a result of a failure of contraception or in the absence of contraception but without the intent to become pregnant as soon as possible, when at the time the conception occurred the husband or wife or both did not want another child then or later). The rate at which women are having children today would lead to a completed family size of slightly under three children. If all unwanted births were eliminated, the number of children born per married woman would be about 2.4 or 2.5 on average. This is very little above replacement, and when allowance is made for the likely possibility that women understated the proportion of births that were unwanted, it is probable that the elimination of unwanted births would bring a fertility at or below replacement.

If it is true that the elimination of unwanted pregnancies would reduce fertility very nearly to replacement, it must be conceded that this outcome is fortuitous. It is highly unlikely that over a substantial period of time the free choice by each couple of the number of children they want would lead exactly to the socially desirable level of fertility. The erratic behavior of fertility in America and in other advanced industrialized countries in the last 30 or 40 years is ample evidence that when fertility is voluntarily controlled, the level of fertility is subject to major fluctuations, and I see no logical reason to expect that on average people would voluntarily choose a number of children that would keep the long-run average a little above two per couple. In other words, we must acknowledge the probable necessity of instituting policies that would influence the number of children people want. However, there is no need for haste in formulating such policy, since, as I have indicated, improved contraceptive services combined with a liberal provision of abortion would probably move our fertility at present quite close to replacement, and a gradual increase in population during the next generation would not be a major addition to the problems we already face.

Policies intended to affect people's preferences for children should be designed within the framework of our democratic traditions. They should be designed, for example, to encourage diversity and permit feedom of choice. An average of 2.25 children does not require that 75 percent of couples have two children and 25 percent three, although that would produce the desired average. Another possibility is a nearly even division of family size among zero, one-, two-, three-, four-, and five-child families. The ideal policy would affect the decision at the margin and not try to impose a uniform pattern on all. I do not think that people who prefer to have more than the average number of children should be subject to ridicule or abuse.

It is particularly difficult to frame acceptable policies influencing the number of children that people want. While it is still true that so many large families result from unwanted pregnancies, the unwanted child that is the most recent birth in a large family already faces many deprivations. The psychological disadvantages of the unwanted child cause some of our most serious social problems. In addition to these psychological disadvantages, the unwanted child in a large impoverished family faces an inadequate diet, much below average chances for schooling, and generally inferior opportunities. I hardly think it a wise or humane policy to handicap him further by imposing a financial burden on his parents as a result of his birth.

When unwanted births have become negligible in number, we could imagine trying to design a policy in which the couple is asked to pay some part of the "externalities" that an additional birth imposes on society. In the meantime, I suggest as a desirable supplement to better contraception and free access to abortion the extension of more nearly equal opportunities in education and employment for women, so that activities outside of the home become a more powerful competitor to a larger family. We should start now devoting careful attention to formulation of policies in this area—policies that could increase fertility when it fell too low as well as policies to induce people to want fewer children.

Some aspects of the deterioration of our environment appear to be critical and call for prompt action. We need to start now to frame and apply actions that would arrest the careless destruction of the world in which we live. We also need policies to reduce promptly the incidence of unwanted births. In the long run we shall also need ways to influence the number of births people want. To design policies consistent with our most cherished social and political values will not be easy, and it is fortunate that there is no valid reason for hasty action.

International Conference

POPULATION PRIORITIES AND OPTIONS FOR COMMERCE AND INDUSTRY, 1970-2000

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Cummins Engine Company

H. BRUCE PALMER
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National Industrial Conference Board

JAMES W. ROUSE
President
The Rouse Company

HONORABLE ADOLPH W. SCHMIDT
U. S. Ambassador to Canada

Conference Secretary:
JOHN LLOYD
P. O. Box 2826
Raleigh, N. C. 27602
Telephone: 919-966-2150

Conference Program

All sessions will be in the Carolina Inn, Chapel Hill.

Wednesday evening, October 21

3:00 Registration in Lobby of Carolina Inn

6:15 Reception in New Ballroom

7:00 Dinner in New Ballroom

Presiding: William C. Friday, President
University of North Carolina, Chapel Hill

Welcome and Introduction

A World View of Population and Business

Rafael Salas, Director
United Nations Fund for Population Activities
New York City
Soli Godrej, President
Indian Merchants' Chamber
Bombay, India
Sr. Rubens Vaz da Costa, President
Northeast Bank of Brazil
Fortaleza, Brazil

9:00 Vision of the Future

Preview of Paolo Soleri Exhibition
at Ackland Art Museum

Thursday, October 22

9:00 Presiding: Shearon Harris, President
Carolina Power & Light Company, Raleigh,
and Chairman of the Conference Committee

Comments on the Conference: Moye W. Freymann
Director, Carolina Population Center
University of North Carolina at Chapel Hill

Population Goals for a State: North Carolina

The Honorable Robert W. Scott
Governor of North Carolina

Thursday, October 22 (continued)

9:30 ST Presiding: Victor S. Johnson, Jr., President
Aladdin Industries, Nashville

Population Profile of the Southern United States, and Implications for Consumption and Investment

ST W. Graham Claytor, Jr., President
Southern Railway Company, Washington
ST Lawrence A. Mayer, Board of Editors
Fortune, New York City
Joseph J. Spengler, Professor of Economics
Duke University, Durham
John R. Kerr, Professor of Marketing
Florida State University, Tallahassee

11:00 Coffee break

11:30 Presiding: Halbert M. Jones, President (Friend of P. Hammer)
Waverly Mills, Inc., Laurinburg, and
Co-Chairman of the Conference Committee

Implications for Labor Force and Productivity

F. Ray Marshall, Chairman, Economics Department
University of Texas at Austin
Richard Braun ~~Stephen Enke~~, Manager, TEMPO ~~Economic Development Programs~~
General Electric Center for Advanced Studies, Santa Barbara
Thomas H. Naylor, Professor of Economics
Duke University, Durham
✓ ~~Verne Atwater, President~~ Leo Fanning, Family Planning Program
Westinghouse Learning Corporation, New York City
Also Training of Health Services personnel — Family planning to the 310 OEO Family planning Prog. See Wlhouse Paper

1:00 Luncheon in Old Ballroom

Presiding: Philip G. Hammer, President
Hammer, Greene, Siler Associates, Washington

Implications for Government and Politics

Paul N. Ylvisaker, Professor of Public Affairs
Princeton University, Princeton
G. Irvin Aldridge, Director
North Carolina Department of Local Affairs, Raleigh
James W. Prothro, Professor of Political Science
University of North Carolina at Chapel Hill

Member Commission on Interstate Cooperation
Off-Chm Bd of Co Commrs in Caswell Co.

Thursday, October 22 (continued)

2:30 Break

3:00 Presiding: Jack Riley, Vice President for Public Affairs
Carolina Power & Light Company, Raleigh

Energy and Environmental Factors

Earl Cook, Associate Dean
College of Geosciences
Texas A&M University, College Station
James L. Liverman, Associate Director
Oak Ridge National Laboratory, Oak Ridge

4:00 Presiding: The Honorable Ronald B. Lee
Assistant Postmaster General
Post Office Department, Washington

Fertility Adjustment: Feasibility and Costs

?

Charles F. Westoff, Executive Director
Commission on Population Growth and the American Future
Washington
Joseph D. Beasley, Professor and Chairman
Department of Family Health and Population Dynamics
Tulane University, New Orleans

5:00 Free (Angel Beyd to See Sci Fiest)

6:15 Reception in New Ballroom

7:00 Dinner in New Ballroom

Presiding: Edwin Newman
National Broadcasting Company, New York City

Toward an Optimal Population: What Can Business Do?

Philip M. Hauser, Director
Population Research Center, University of Chicago
George Contis, Director, Family Planning Program
Office of Economic Opportunity, Washington
Joseph J. Spengler, Professor of Economics
Duke University, Durham

9:00 Discussion in Individual Groups

7:30 AM — Pres Rouse Canadian Fore Regional Studies Groups — Thomas Stekert & Argyll Beyer

Friday, October 23

9:00 Presiding: Jonathan Howes, Director
Center for Urban and Regional Studies
University of North Carolina at Chapel Hill

Urban Planning and Business Interests

Lord Llewelyn-Davies, Architect and Chairman of the Board
British Center for Environmental Studies, London
John Feild, Director, Center for Policy Analysis
National League of Cities/U.S. Conference of Mayors, Washington
William E. Finley, Senior Vice President
The Rouse Company, Columbia, Maryland
Everett S. Lee, ~~President~~ Past, Population Association of America
Professor of Sociology, University of Georgia, Athens
Paolo Soleri, Architect
Scottsdale, Arizona

10:45 Coffee break

11:15 New Approaches: The Carolina Population Center

Dr. Freymann and Associates of the Center

11:45 Presiding: The Honorable Curtis Graves
Texas House of Representatives, Houston

Sense from the Census, for Commerce and Industry

George H. Brown, Director
Bureau of the Census, Washington

12:30 Luncheon in New Ballroom

Presiding: (to be announced)

United States Governmental Efforts

The Honorable Robert W. Packwood
United States Senator from Oregon
Charles F. Westoff, Executive Director
Commission on Population Growth and the American Future

2:15 Break

2:30 Summary of Business Implications and Opportunities

J. Wilson Newman, Chairman of the Executive Committee
Dun & Bradstreet, Inc., New York City

Summary of group recommendations
General discussion

3:30 Adjournment

THE UNIVERSITY OF NORTH CAROLINA
AT CHAPEL HILL

CAROLINA POPULATION CENTER
UNIVERSITY SQUARE
CHAPEL HILL, NORTH CAROLINA 27514

TELEPHONE: (919) 966-2157
CABLE: POPCENTER, CHAPEL HILL, N. C.

October 16, 1970

Conference Office
966-2155, 966-2156 & 966-1224

T Naylor
David Brower
Angell Beza
Jim Leutze
Mark Freeman

To All Conference Speakers and Participants:

We have been receiving a number of inquiries as to whether wives of conference speakers and participants may join their husbands for scheduled meals and some or all of the conference sessions. We appreciate this expression of interest and are sorry to advise that we cannot open the conference to everyone who has an interest in attending.

The conference has been planned as a closed, working conference. Participants will be assigned to discussion groups which will remain constant throughout the conference, including meal hours. Groups will be seated at specified, individual tables during sessions and meals. Except for the opening night banquet to which we are inviting wives of conference speakers as one expression of our appreciation for their participation, there will be no way in which we can easily accommodate interested persons other than participants and speakers without changing the conference format. We remain hopeful that we may find a way to set up a limited number of chairs at the rear of the ballroom to accommodate wives who may wish to observe some of the sessions.

We do hope all wives will attend the Wednesday night preview of the Soleri exhibit at the Ackland Gallery.

Helen Oldham

Helen Oldham (Mrs.)
Conference Office

Population, Commerce and Industry

International Conference on

Population Priorities and Options for Commerce and Industry 1970–2000

University of North Carolina at Chapel Hill
October 21-23, 1970

The Carolina Population Center

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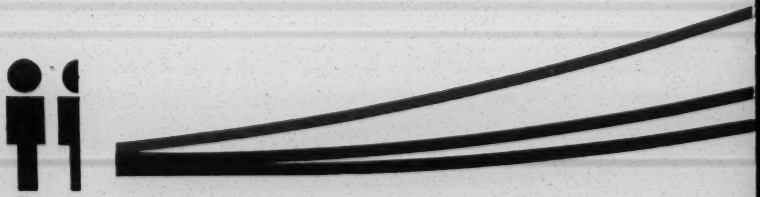

International Conference on Population Priorities and Options,
1970 - 2000

Chapel Hill, N.C.

October 21 - 23, 1970

"Role of Industrialists in Family Planning"

by S. P. Godrej

Population Crisis a World Syndrome

It is but appropriate that the Pearson Commission Report, hailed as a milestone in international economics, should have laid particular emphasis on the imperative need for population planning. According to the Commission, "there can be no serious social and economic planning unless the ominous implications of uncontrolled population growth are understood and acted upon." "No other phenomenon," the Commission adds, "casts a darker shadow over the prospects for international development than the staggering growth of population."

The Commission further emphasises that the population problem will not just disappear. It will be resolved either by sensible solutions or senseless suffering. If we want a sensible solution, with a corresponding enhancement of the quality of life for hundreds of millions of children as well as for their parents, then we must get on with the job at hand. The prospects for the success of family planning throughout the world are rated promising and dubious at the same time: promising, if we do what in fact can be done, as Japan has so successfully shown; dubious, if in fact we continue as we are.

The misery in the underdeveloped world is reflected in the low life-expectancy and high infant-mortality rates and large-scale starvation, malnutrition, illiteracy and unemployment. The gap between the per capita income of the rich nations and the poor nations is widening. At the extreme, the gap is already more than $3,000. Present projections indicate that it may well widen to $9,000 by the end of the century. In the year 2000, the per capita income in the U.S.A. in terms of today's prices is expected to be approximately $10,000, in Brazil $500 and in India $200.

To maintain even subsistence levels, it is estimated by the Food and Agricultural Organisation that the total food supplies of developing countries will have to be increased by 75% over the period 1965-1980 and by 225% over the period 1965-2000. In the words of U Thant, U.N. Secretary-General, "on present showing there simply is not in prospect a growth in agricultural production sufficient to accommodate this rising flood of people."

Of late, of course, there has been a growing realisation of the disastrous implications of unchecked population growth. It is significant that out of 163 countries in 5 continents surveyed by the International Planned Parenthood Federation (IPPF), 30 have government-sponsored programmes, and 24 governments give support to family-planning programmes. As a result,

about 30% of the world population is covered by government-sponsored programmes alone. Among the international agencies, the World Bank, under the dynamic leadership of President McNamara, the U.N. Population Division, UNDP, UNESCO, WHO, FAO, ILO, UNICEF, and OECD have all expressed their wilingness to participate in population-planning activities. The U.N. Economic and Social Council has proposed 1974 as World Population Year.

International Conferences such as this one also influence public opinion in the right directions. When I attended the International Planned Parenthood Federation Conference in Tunis in November 1969, with Mr. Naval H. Tata, an eminent Indian industrialist and a specialist on labour welfare, it was inspiring to see a distinguished international gathering of social workers, scientists, and sociologists seriously grappling with the problem, and to know how opinion-leaders can give the right lead to their people.

While these developments are heartening, it must be emphasised that the task is difficult for many reasons, but primarily because of its sheer overwhelming size. Consider the magnitude of the factors involved; there are dozens of countries plagued with the problem - each of them different, each of them possessing its own set of social and cultural traditions and structures.

Let us take the example of India.

The Indian Experience

When we take a discerning look at the present situation in India, it appears, on the one hand, somewhat gratifying, and, on the other, terribly alarming. The consoling feature is that the Government of India has taken up the cause of family planning and the public is becoming generally more receptive to the concept. India has the largest organised family-planning programme in the world and there is no doubt that, if it is successful in the near future, it will have a most dramatic effect in Asia and elsewhere.

The Family Planning Assoication of India, a voluntary organisation, under the leadership of Lady Rama Rau and now Mrs. Avabai B. Wadia, pioneered the work in this field and is expanding its action-programmes for family planning as well as introducing population education for the younger generation. Institutes such as the Central Family Planning Institute in New Delhi headed by Dr. S.K. Rao, the International Institute of Population Studies in Bombay, whoe Director is Dr. S.N. Agarwala, the Gandhigram Rural Institute directed by Dr. Runganadhan, and other demographic centres in different parts of the country, are making important contributions in the field of research. The Population Council of India which was recently formed will provide an additional research and advisory component for all aspects of population.

The tragic part is that we have made a very late start in this endeavour. Though India attained freedom over 23 years ago, and systematised economic planning was started within three years after Independence, earnest efforts in the field of family planning began hardly 5 or 6 years back -- the actual application of the extension technique in the educational programme on a wide scale came about only during 1963-64 -- with the result that we are now faced with a veritable "population explosion" which has eroded the gains of our development.

Our problem is really stupendous. We accommodate 14% of the world's population on only 2.4% of the world's land area and sustain it on 1.5% of the world's income! On top of it all, every year 13 million people -- the total population of Australia -- are being added. If fertility is unchecked, the total population will reach 841 millions in 1985 and 1,000 millions in 1991.

The rate of growth in our production, industrial as well as agricultural, just cannot keep pace with this astounding growth in population. Consequently, our development programmes are neutralised or even retarded. To take an example, the figure of the unemployed figure was 3.5 million in 1951-52 and is now over 12 millons, in spite of the 35 million or so new jobs created during this period. To take the example of education, in 1950-51 the total number of children going to school was 23 million; today it is 67 million, but the number of children wanting school facilities has far outspaced the opening of new schools. Similarly, while India's net national income at constant prices increased by 69% between 1951 and 1969, the per capita income increased by only 21% during the period.

Even the flora and fauna of the country -- among the main tourist attractions -- are being destroyed by the unchecked population growth. Tourism is a valuable foreign exchange earner for India.

According to a number of demographers and economists, who have worked out the cost of raising a child and the burden of it on the national economy, India can afford to pay an incentive as high as $670 per person for sterilisation because, in terms of the gains to the national economy, such an investment would pay high dividends.

The magnitude of the problem can be gauged from the fact that the family planning campaign has to be carried out throughout 570,000 villages and 2,700 towns and cities, with a target audience of approximately 100 million couples, spread over an area of 1.26 million square miles, speaking at least sixteen major languages and having little income or education.

Considering the monumental task before us, it is obvious that a multi-sided effort is needed on the part of Government, voluntary organisations and industry to make any headway. There is also need for a high level of co-ordination in the activities of organisations connected with family planning and those engaged in other social work. These problems are inter-linked.

If family planning were carried out on a large scale, there would be less mentally-handicapped, blind, malformed and under-nourished babies. Being an industrialist keenly interested in the implementation of the family-planning programme in India, I shall confine this paper to the role of industrialists.

Vital Role of Industrialists

Over twenty years ago, my father, Mr. P.B. Godrej, had warned about the dangers of unbridled population growth. But businessmen and officials, generally speaking, deemed family planning as something not worthy of their consideration and would not provide time for considering this vital subject at conferences. Industrialists, in their concern for the economic development of the country, rightly lay emphasis on the promotion of exports and mechanisation of agriculture, the otherimportant tasks on hand. But we industrialists should realise that the root of all evils is the runaway population growth.

Taxation, for example, is a very heavy burden on industries and it could be less heavy if the population is checked and the fruits of development become tangible.

Similarly, if the national economic growth rate is 5% and the population growth rate is 2.4%, the per capita income, miserably low as it is in India and other under-developed areas, would not even double by the end of this century. Unless the per capita disposable income increases, the effective demand will not increase and, consequently, industries will not thrive. To put it differently, there may be an increase in the demand for goods without the requisite increase in purchasing power. This would result in inflation and shortages, bringing in all the concomitant ramifications of rationing, government controls, legislative action and other tethers on the economy.

The relationship between the home conditions of employees and their productivity is also important. An employee who is constantly harrassed by the hard realities of providing for a large family simply cannot function as an efficient worker. Similarly, though the percentage increase in food production in our country has not been less than that of other countries, the per capita food availability has actually been going down. This has resulted in malnutrition and could affect the brains of children and has had an adverse effect on labour productivity.

Though wages have increased by 33% to 100% in many industries during the last 10 years, there has not been any significant rise in the standard of living. In an era of rising expectations, such a situation creates an alarming chain-reaction of discontent as demonstrated by the ever-increasing cases of strikes, lock-outs, and violence, resulting in loss of production. Even if ultimately labour demands are conceded, the inflationary trend is further accentuated, causing more economic distress. This vicious circle is a manifestation of the basic law of demand and supply, of a perpetual race between the number of people needing goods and services and the quantum of output. This general economic distress, as also the colossal problem of unemployment, are thus potential sources of mass upheaval affecting industrial harmony and industrial production.

Therefore, even from the point of view of enlightened self-interest, it is imperative that industrialists should take up the cause of family planning.

Now let us look at it from the point of view of the effectiveness of the industrial sector. The problem is not so much the reluctance or aversion of parents to practise birth-control as their inability to do so due to sheer ignorance or the feeling of insecurity. The concept has to reach down to the lower rungs of the social ladder. And, since industrial workers form a sizeable chunk of the lower strata of society, it is the industrial units to which they are attached that can play the most effective role.

Another advantage of educating the industrial workers community is that industries are situated largely in urban areas and so the workers are already exposed to several influences pressing them towards a change in their usual attitudes and behaviour patterns. They are faced with the stresses and strains of urban life. Exposure to mass-communication media creates new needs and aspirations. In such circumstances, a favorable situation is

created for them to accept family planning as a way of life.

Moreover, industrial workers are the pace-setters for rural folk. As Mr. Asoka Mehta, a former Central Government Minister for Planning, put it, "we must remember that industrial workers will continue to have intimate contact with people in rural areas. What they learn here in the city, they will communicate to their friends and relatives in the village. One of the most promising ways of spreading the message in the hinterland is to get the urban workers involved in the Family Planning Programme."

What is most important, industrial and commerical establishments can have greater flexibility in formulating and implementing programmes and in evaluating and choosing alternatives than any bureaucratic entity. This is a crucial factor. Bureaucracy in any country is of necessity slower than private initiative and enterprise. The leadership and resources that the family planning programme requires so badly can be provided best by industrialists. One can take the cue from the Japanese experience, where industrial units and newspaper groups have played, and are still playing, a leading role in propagating family planning. The result is there for all to see. The birth rate was cut by half within 10 years (from 3.35% in 1947 to 1.7% in 1957) and has remained at 1.7% since then.

Therefore, the population problem is not just a "government-problem." It is a national problem pervading the entire cross-section of the country. And, for industrialists, active participation in family planning is both an economic necessity and a social obligation.

Industrialists' Growing Awareness

Some enlightened employers have taken serious note of this complex problem and have taken steps to provide family-planning facilities to employees and their families. Many industrial organisations are making efforts to formulate systematic programmes. Extensive programmes have been launched in major cities like Bombay, Calcutta, Delhi, and Madras. The Family Planning Association of India is running family-planning services in 126 industrial units in Bombay, covering a worker-population of 117,500. Notable among the companies which have well-set family-planning programmes are the Tata organisation, the Hindustan Spinning and Weaving Mills, Bombay Dyeing and the T.V.S. group in Madras. Tatas have had exceptionally good results. Out of a total of 110,000 permanent employees, 18,600 have been sterilised. The tea estates of Assam and Bengal provide another striking example of a well-planned, intensive family planning programme for a "captive" audience.

According to a survey of "Family Planning Facilities in the Bombay-Thana Industrial Complex," conducted by the Family Planning Association of India in 1967, though family planning services were available in only 26.5% of the 230 units surveyed, the programmes in these units covered 52.6% of the 416,000 employees concerned, a sterilisation total of 25 per 1000 had been attained, and, what is more important, the managements were giving their workers time off to utilise the family planning services. Two-thirds of the units gave both incentives and leave with pay to those who underwent the sterilisation operation. 15% of the units offered special leave with pay. The incentives ranged between $2 and $40 and leave with pay between 2 and 7 days. Of the remaining units, 82% expressed the need for assistance from

agencies specialising in family-planning work to run or initiate suitable programmes for them.

This may not be a representative sample of the whole industrial sector, nor could its conclusions be used as a yardstick to measure the exact progress of family planning in all regions. All the same I am mentioning it as it illustrates the growing awareness of industrialists regarding this vital aspect of economic development.

Commercial organisations have helped in another big way. The most important component of India's nation-wide non-clinical contraceptive delivery system is the subsidised Commerical Distribution of Condoms (Nirodh) programme. Under this programme, 6 of India's largest and most experienced private consumer-goods marketing organisations are involved in the marketing of Nirodh, as a public service. The entire country is covered with each organisation serving as the primary distributor of Nirodh in a given region, and marketing the product through its regular network of wholesalers, retailers, and salesmen.

Realising the need for a non-governmental institutional set-up, Mr. J.R.D. Tata, Chairman of the Tata Group, and Mr. Bharat Ram, President of the International Chamber of Commerce, among others, have been instrumental in setting up the Family Planning Foundation which intends to promote population policies and population control measures by undertaking and financing various projects and programmes and by chanelling resources and information to persons and institutions involved in the execution of programmes pertaining to population control.

Chambers of commerce and trade associations can be key motivating agencies. In this regard, I would like to mention the pioneering work of the Federation of Indian Chambers of Commerce and Industry, Delhi, and the Indian Chamber of Commerce, Calcutta. A Co-ordinating Committee for Family Planning has been set up by the Indian Merchants' Chamber, Bombay. Both the Federation and the Indian Merchants' Chamber have also instituted awards for family planning, apart from those for export promotion, scientific research, and so on; and these have been handed over at specially organised functions by the Prime Minister and, shortly, the President of India is going to be the guest of honour at the Indian Merchants' Chamber at a special awards function.

Family Planning at "GODREJ"

In the Godrej organisation, a Family Planning Centre was opened in September 1957 as part of the Health Programme. It is administered by the Welfare Centre, "Pragati Kendra." In the initial stages, only family planning advice and conventional contraceptives at concessional rates were given. As the results were not very encouraging, emphasis was laid on sterilisation. The later landmarks were the opening of a family-planning exhibition in 1962, the setting up of a Vasectomy Centre in 1963, the founding of an IUCD Research Centre in 1965 in co-operation with the Indian Council of Medical Research, and the distribution of oral contraceptives from the following year.

The family planning programme in Godrej is implemented on a plant and departmental basis and covers all the 6,239 employees. About 130 employees (both workmen and supervisors) have till now been selected and given an orientation course for 3 days. Each of them is entrusted with

the task of contacting and motivating 40 men in their plant/department. Cash incentives are given to the persons undergoing the operation as well as to the motivator. A plant or department-wise meeting is held every month to evaluate the work done. Thus, family planning is practised right at the floor level. There are also meetings of those having more than 3 children. Suggestions are discussed thoroughly and implemented. Printed leaflets on family planning are enclosed in all the pay-packets. Direct restrictions such as in the allotment of housing, admission of children to our schools and advances against salary are also placed on those not following the family planning programme. In our recruitment policy, we have incorporated the idea that a person, no matter what his job is, should be committed to the concept of family planning. In general we have realised our expectations. Out of a work force of 6239, 1026 have been sterilised.

That family planning is proving successful at Godrej is further substantiated by the fact that the special motivation that workers required in the early stages is not needed now but the activity has not slackened. Those who are not prepared to take up new ideas also do so after some time because of the social pressures operating within the unit.

I would like to mention here the fact the "Godrej" received two awards from the Federation of Indian Chambers of Commerce and Industry for outstanding work in the fields of Industrial Relations and Family Planning. We are convinced that good industrial relations are co-related with the success of family planning, as it requires the cooperation of the management, the Union, and the workers. Hence, we make special efforts in allied directions also.

Adult literacy, and both general and sex education, are given due importance. By studying at the "Udayachal" co-educational schools and living in the housing colony, people of different classes and communities learn to live together harmoniously and eliminate the friction between the "sons of the soil" and "outsiders" which animosity, incidentally, is also an outgrowth of the population explosion. Enlightened education also helps in eradicating social inhibitions that thwart population-control measures.

Social surveys are carried out to find out if workers are living within their means and what they need to make them happier. Under the aegis of the Council for Social Development, a survey was recently carried out to gauge the impact of family planning. We feel that if a worker has a happy personal life, both production and productivity will increase.

One cannot view with equanimity a situation where there are islands of prosperity in an ocean of poverty. We are, therefore, planning to carry the message of birth control to the villages from where the workers come. The Tata organisation is doing pioneering work in this direction. I would suggest that, in order to propagate the concept in rural areas, mobile clinics with towns as their bases should tour the countryside bringing family planning to the doors of the villagers.

We are also doing our best to increase the recreational activities at "Godrej." In this context, I would like to mention that television should have been introduced on a national scale in India long ago mainly for the purpose of family planning. Besides being a powerful instrument for propaganda, it is also a recreational item which is what the workers need. Television, radio and other mass media should be galvanised for the purpose of family planning and more money should be spent on advertising and propaganda for family planning.

What Industrial Units Need to Do

Although a number of industrial houses in India have launched family planning programmes, it is painful to note that a sizeable number of units have not yet evinced sufficient interest in the venture. While some companies even pay substantial incentives from their own funds, in addition to what they get from the Government, others have not taken any advantage of the various facilities and incentives (including tax benefits) offered by the Government. What is needed, therefore, is strong motivation on the part of industrialists.

Actually, I do not see any reason why the establishment of family-planning facilities should be in any way difficult for industries. Every industrial unit has a medical and welfare set-up for its workers. Family planning has only to be appended to it. Family planning can make the required impact only if it forms part of the health programme.

From our own experience, and on the basis of the knowledge gained so far in other industrial units, I would strongly recommend the following programme to ensure the effective participation of the industrial sector in the family planning programme of various countries.

1. A course in family planning should be organised for leaders like union officials and others in various departments who command the respect of the workers.

2. Follow-up meetings of these trained leaders should be held at least once a month, or, preferably, a Family-Planning Committee should be formed with representatives from both management and labour. The committee should meet regularly to co-ordinate, guide and programme operations, assess the progress from time to time, keep track of the latest developments in the field in the country and abroad, lay down targets, set up specific programme objectives and agree on the methods for achieving the goals.

3. Small group meetings of workers having three or more children should be organised and special use should be made of audio-visual aids. The problem of population explosion should be explained by means of films, charts, graphs and posters . . . how economic development is lagging behind due to the ever growing population; the tragedy, drudgery and sufferings of a big and unplanned family; and the material benefits that accrue to a small, well-planned family.

There should be separate meetings for men and women as well as combined ones. Clear and accurate information about family planning methods, like vasectomy and tubectomy, should be given to employees to allay their misapprehensions.

4. Newly-weds and those about to get married should be made familiar with contraceptives for spacing births and to sell them the idea of the small family norm.

5. Apart from meetings, the following modes of communication would be most effective:

a) house journals;
b) film shows and entertainment programmes;

c) regular lectures, discussions and demonstrations;
d) exhibitions on health and family planning;
e) insertion in the pay-packets of all employees of simple literature on the essential nature of birth control and the advantages of a small family;
f) verbal propaganda, especially by trained leaders and Family Planning Committee members.

6. In the chairman's speeches, there should be special mention of family planning.

7. Information needed for planning and assessing the progress of the programme should be collected and maintained. The up-to-date data should include the total number of employees, their age, marital status and the number of living children; a special list of those having three or more children; and a list of those who have already accepted sterilisation or some other method of family planning.

8. The services available to the employees should include:

a) advice and guidance on family planning;
b) free availability of condoms and other contraceptives;
c) arrangements for vasectomy operations either as a regular service at the medical centre or through periodic camps;
d) arrangements for tubectomy services in a nearby hospital;
e) arrangements for IUCD insertions for female employees or wives of male employees;
f) proper follow-up care for those who accept IUCD or sterilisation.

The managements should encourage their employees to avail of these services by providing the necessary leave facilities.

9. Industrial units should avail of the assistance provided by the Government for setting up family planning centres.

10. Industrial units which can afford additional incentives in the form of cash or kind or service rewards should do so. Incentives should preferably be given on a sliding-scale basis, i.e., those who undergo sterilisation operations after three living issues should be given maximum benefit, after four issues a little less, after five or more still less.

11. Maternity benefits to female employees should be given only up to the birth of the third child and that too only once in three years; that is, at least three years' spacing between the births of the children should be maintained.

12. Restrictions of facilities and amenities could be enforced against all those who do not actively conform to the family planning programme. In their own and in the national interest employees should be made to realise the gravity of the situation. They must be made to feel that they have a say in this vital matter and are co-participants in this national endeavour.

13. Businessmen should publicly endorse family planning and support, financially and otherwise, research and pilot projects. They should also be associated with the family planning associations or councils in their countries. In the United States, for example, industrialists could associate themselves with the Carolina Population Center for coordinating their family planning programmes and for collecting and disseminating information.

Such a programme would, I am sure, go a long way in promoting family planning in the business sector and thereby act as a catalyst in the national endeavour to control population growth.

POPULATION, FAMILY PLANNING AND HEALTH: INVOLVEMENT OF A MAJOR INDUSTRIAL CORPORATION

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Introduction

The press of problems associated with population growth is becoming more and more apparent with every passing day. In spite of its material affluence, the United States is running out of fresh air and drinking water, not to mention parking places for its superabundance of cars. Its people need better housing, education, and health care at prices they can afford to pay. These and other problems including food production, transportation, and even employment are likely to become even more serious as our population continues to expand.

Fortunately businesses have become increasingly aware of the magnitude of many of these problems and are beginning to invest their resources and talents in a variety of approaches to their solution. A primary reason, of course, is that the business sector expects much of its growth in the years ahead to come, not only from a continuing expansion of existing markets, but from the development of new markets stemming from human needs which business has not previously served, except in a peripheral way. Building materials, construction equipment, and contracting services, for example, will be needed to rehabilitate blighted neighborhoods. New individualized learning systems like Project Plan, modular multi-media instructional materials, and comprehensive textbooks and services to the classroom teacher, as well as to school administrators, will be required for the expansion and improvement of our schools. Managerial skills and administrative expertise will have to be provided to develop and operate effective service delivery systems whether they be for transportation, communication, or health care.

This is not to suggest that the profit motive is the exclusive or even the paramount concern of businessmen. Most able executives are motiviated by a strong sense of public responsibility just as much as they are by concern about an adequate return on their stockholders' investment.

Westinghouse Electric Corporation, for example, is convinced that its future depends on how well it meets the economic, social, and needs of people. To this end, Westinghouse and other companies like it have launched programs in such areas as urban planning and development, pollution control, transportation, housing, health care, education and training, and even crime prevention and the administration of justice. In most cases they have proven that they can assemble the resources needed to do a job rapidly, generally without the bureaucratic inertia which hampers government agencies, and at a lower total cost to the taxpayer.

The problem of population, however, is a much thornier subject and, as Robert S. McNamara once described it, one which "it would be very much more convenient to leave alone."[1] Neither government nor the rest of the nonbusiness sector reached any kind of agreement on the nature of the problem, let alone the kinds of solutions that should be sought. In the absence of such a consensus, the lack of any significant business involvement is not surprising. Undoubtedly a great deal of public concern about the population problem is reflected in the increased interest in and support for family planning. As recently as eleven years ago, President Eisenhower was able to state categorically that family planning did not fall within the province of government. By the mid-1960's, however, the official government position had changed to one of token support for family planning programs within the United States. Now the situation is such that support for family planning is necessary and millions of tax dollars are specifically earmarked for family planning activities. Family planning has been officially designated as a high-priority domestic program; a "National Center for Family Planning" has been established as a separate office within the Department of Health, Education and Welfare, and some state and local health departments are moving to set up programs designed to meet the family planning needs of the communities they serve.

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1 Address of Robert S. McNamara to the Board of Governors, World Bank. Washington, D. C., September 30, 1968.

A recognized impetus behind these major shifts in policy, of course, has been a widespread popular recognition of the relationship between population growth and many of the other problems which beset our society. Even more significant has been the increasing concern of society for the health and well being of its members and the recognition that the unwanted and unplanned growth of families can be detrimental to maternal and child health, to the emotional health of the family, and to its stability as a social and economic unit.

Widespread popular support coupled with federal funding and a shortage of skilled and experienced personnel within government fostered involvement by the business sector. Among the first to respond was Westinghouse Learning Corporation (WLC), a wholly-owned subsidiary of Westinghouse Electric Corporation, established in 1967 to bring together the resources and expertise needed to expand an already sizeable corporate effort in education and training.

This early involvement was possible since WLC found among its full-time staff skills ranging from systems engineering and physical sciences through the humanities, education, anthropology, behavioral and social psychology, economics, linguistics, and political science, as well as business administration and public health. In addition, WLC found it could employ the services of specialists in other fields from the nation's leading universities and research centers to consult, administer, and instruct as needed in specific programs and special projects.

Although the primary emphasis of most of its earlier activities had been in formalized education and training, WLC found that bringing together the best available human resources within a carefully designed and managed administrative framework could provide instructive technical assistance in family planning, a field in which both technical assistance capabilities and expertise in education and training were in short supply.

Technical Assistance Activities in Support of Family Planning Programs

At the present time, WLC provides technical assistance and special services to family planning programs administered or supported by two federal agencies, the Office of Economic Opportunity (OEO) and the Department of Housing and Urban Development (HUD).

In OEO programs, there is frequently a need for highly competent consultants in such areas of expertise as the medical aspects of family planning, operational analysis, program development and implementation, administrative management and record retention, education and training, community organization, fiscal control and financial management. Specialists in each of these areas, most of them university-based, are made available upon request to local family planning agencies on an as-needed basis.

To insure the ready availability of consultants who can respond quickly and effectively to requests, WLC has maintained a contractual relationship with six universities: The University of Pittsburgh, Marquette School of Medicine, the University of North Carolina Population Center, the University of Nebraska, the Medical College of Georgia, and the University of Missouri.

These institutions deliver such technical assistance as may be needed in their immediate geographical areas. WLC oversees the delivery of technical assistance and provides these services directly to areas outside the geographical jurisdiction of the university resource centers.

A simplified management information and control system enables WLC's headquarters staff to keep track of operations in the field from their offices in Bladensburg, Maryland. Local requests for assistance are routed through the appropriate OEO Regional Office to the nearest specialist resource institution.

Upon receipt of such a request, it is reviewed first by the institutional coordinator and then by a family planning program analyst. As the principal link between the resource institution and a local program, the program analyst is well versed in the various aspects of program operations, has considerable knowledge of how OEO programs are organized and supported, is sensitive to the role of the consultant in the delivery of health services to the poor, is able to quickly and accurately assess and define problems related to family planning projects, and can explain and recommend matters of varying technical complexity. After studying the request, and in most cases after telephoning the local program for additional information, the program analyst delivers the necessary technical assistance personally or refers the request to a selected specialist. In situations requiring additional or special assistance, the analyst provides the necessary continuity and follow up through his report, as well as by briefing other specialists assigned to the project. Upon delivery of technical assistance, both the resource institution and the recipient prepare reports describing the nature and the efficiency of the assistance provided. In this way WLC is able to monitor the responsiveness of this nationwide system, which in ten months delivered over eleven hundred mandays of technical assistance by 135 specialists in forty-two states.

In addition to coordinating the delivery of technical assistance to local community action programs and delegate agencies, WLC headquaters staff also performs special services for OEO-supported family planning projects. These include the development of training programs for OEO project personnel in the mechanics of a new family planning patient data information system and the collection of data needed by OEO headquarters staff for nationwide project development and program expansion. Tasks recently completed include a review of the literature dealing with the incidence and impact of abortion among poor women, a study of the extent and nature of organized opposition to subsidized family planning services, and a survey of the education and training needs of OEO-supported

family planning projects. Further research related to the family planning needs of teenagers, migrants, American Indians and the rural poor is contemplated.

While continuing to provide services to ongoing family planning programs supported by OEO, WLC also will provide technical assistance to selected HUD "Model Cities" having an interest in developing family planning programs. Most Model Cities' staffs have a rather limited experience with what is required to make family planning services available to those who need them most. Because they lack the specialized knowledge to plan, organize, and deliver these services, the necessity for technical assistance is likely to be as great as with the OEO projects.

The contractual relationship with HUD calls for WLC to provide three kinds of special services; namely, direct, indirect, and ad hoc technical assistance. Direct technical assistance encompasses the provision of special expertise required for the initial planning and development of viable family planning programs. In each of the 15 to 20 cities selected to receive such assistance, WLC will help local Model Cities' staffs, involved health professionals, and other interested persons to document the existence of a need for family planning services in selected target neighborhoods and to identify potential resources that can be utilized for the delivery of such services. Once a demand for services and the available delivery resources have been established, a plan for translating processes into effective action programs will be developed.

WLC will supply the technical expertise needed to move Model Cities family planning projects from the planning stage to development and implementation. This will entail securing the cooperation of various national, state, and local organizations and providing such assistance as may be required to develop the program during the initial stages of implementation.

In the area of indirect technical assistance, WLC is expected to generalize the best ways and means of establishing effective family planning programs on the basis of its own and other people's experience in program planning, development, and implementation. The purpose, of course, is to develop a compendium of reports and materials designed to benefit other agencies not directly involved in this particular activity.

Finally, WLC is also expected to provide ad hoc technical assistance on a short-term basis to other Model Cities, if and when the need arises. It is expected that WLC will be able to provide much of this assistance using the network of consultants that has been set up to serve OEO family planning programs.

As of this date, there are few results to report. Because the program has just recently been funded, progress has been limited to staff development and assisting in the selection of cities to receive direct technical assistance.

Family Planning As A Step Toward Better Health Care

At the present stage of its development, WLC views its technical assistance activities in the family planning field as a stepping stone to greater involvement in the nation's health care. As long ago as 1968 when WLC drafted its first business development plan for the nation's health industry, family planning was recognized as having certain characteristics which led to its choice over others as a place from which to begin.

First of all, public awareness of family planning is a relatively new phenomenon. Most publicly supported activities have been in operation for less than five years. Its newness makes it susceptible to innovative approaches not currently possible in more traditional areas of the health care system.

Secondly, substantial amounts of money have been earmarked for family planning, especially for the poor, primarily because government has recognized that the poor tend to have more children than they can afford to support with a decent standard of living. Widespread interest plus the influx of money, coupled with the overall newness of the concept, have all contributed to the development of service programs which have proven to be singularly responsive to the needs and desires of their beneficiaries. As a relative newcomer to the public health field, and one which deals with relatively sensitive issues, family planning has also been forced to continually re-evaluate its posture in the face of skepticism, if not outright criticism, from certain factions of society.

The possibility of expanding concepts developed from family planning program activity is quite apparent. As a natural base for the entire maternal and child health structure, family planning programs have already shown strength in encouraging comprehensive health programming. Through greater emphasis on outreach, community education, closer coordination between health and human service agencies, and the recognition of the importance of consumer input into decision-making processes, family planning programs are making significant contributions to the development of a framework upon which can be built a truly comprehensive health care system. As a model, family planning is as close as any existing health program to meeting the health needs of people.

At the same time, family planning shares many of the same problems which hamper the delivery of more effective services in the whole health care field. Among the most important of these, and the ones in which WLC is most interested, are the problems of manpower development and patient education. Like most other areas of health care, family planning is in dire need of innovative approaches to education and training for its professional, technical, and auxillary personnel, as well as patient education and information programs.

Much of the knowledge, experience, and capability needed in family planning, in the whole health care field for that matter, is close at hand. WLC, for example, recently established a Health Services Division within the Instructional Services and Training Systems Group to bring its resources and experience to bear on the related problems of health personnel development and patient education. The new division has completed a systems analysis of the education and training requirements of military hospitals and a survey of the instructional needs of general hospitals.

The military hospitals study was part of a comprehensive systems analysis leading to the design and development of a "New Generation of Military Hospitals" recently conducted for the Department of Defense by Westinghouse. The results of the WLC study included a design for a cost effective, media-based ins system for the prototype hospital scheduled for construction in 1973. The general hospital survey provided WLC with detailed information on the basis of which multi-media training packages for hospital and nursing home personnel can be prepared.

Other developmental activities in the health field include: the design of a semi self-instructional training program for ambulance attendants, plans for a variety of instructional services and programs for extended care institution personnel ranging from management training for administrators and supervisory personnel through skills training and job-related basic education for other staff members. WLC involvement in the design, development, production and validation of self-instructional learning materials for patients and their families in the USA and overseas is also projected.

Summary and Conclusion

In conclusion, the totality of need in the field of health care is only beginning to be identified. Obviously, solutions to many problems which have only recently become apparent have yet to be developed. The role of industry has by no means been clearly established. Some successes have been noted but there have also been more than a few failures. Other private sector activities are too new to evaluate. If the success of American businesses is due primarily to their capacity to create and develop efficient organizations rapidly, to recruit, train, and employ capable people, and to use competition to get results quickly, effectively, and at a price people are willing and able to pay, a great deal can and will be accomplished. More activities like those of WLC in the family planning and health fields could signal the beginning of a new and beneficial interplay between the social concern of government, the technical expertise of universities, the managerial know-how of big business, and the practical knowledge and skills of the deliverers of health services.

RESEARCH TRIANGLE INSTITUTE

SELECTED POPULATION AND ECONOMIC PROJECTIONS 1970 - 1980

Prepared for the

International Conference

POPULATION PRIORITIES AND OPTIONS
FOR COMMERCE AND INDUSTRY 1970-2000

The Carolina Population Center
University of North Carolina
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by

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RESEARCH TRIANGLE PARK, NORTH CAROLINA 27709

Population Projections for North Carolina
1970 - 1980

Table 1

North Carolina

PROJECTED POPULATION BY AGE, COLOR, AND SEX, JULY 1, 1970

Age (years)	Projected Population						
	Total	White			Nonwhite		
		Total	Male	Female	Total	Male	Female
0- 4	458,406	322,370	164,210	158,161	136,036	68,074	67,962
5- 9	522,901	361,007	184,114	176,893	161,895	81,144	80,751
10-14	544,275	374,320	190,736	183,584	169,955	84,890	85,065
15-19	520,898	366,216	188,726	177,490	154,682	77,556	77,126
20-24	475,028	361,465	179,765	181,700	113,565	55,354	58,208
25-29	392,768	307,937	155,656	152,281	84,831	40,647	44,184
30-34	311,183	250,233	127,260	122,972	60,950	29,182	31,768
35-39	288,019	231,494	114,173	117,321	56,525	25,890	30,636
40-44	302,538	241,027	119,096	121,931	61,511	27,816	33,695
45-49	296,827	237,247	115,659	121,588	59,580	27,869	31,711
50-54	267,589	212,640	102,264	109,986	54,949	25,587	29,362
55-59	246,668	193,127	91,913	101,214	53,541	25,587	27,954
60-64	193,481	155,689	70,781	84,908	37,792	16,715	21,077
65-69	170,084	131,183	58,190	72,993	38,901	16,691	22,210
70-74	122,258	97,353	41,453	55,901	24,905	10,165	14,740
75-79	78,608	65,216	26,447	38,769	13,392	5,881	7,511
80-84	42,599	36,192	14,260	21,931	6,407	2,618	3,789
85+	25,659	21.002	7,935	13,067	4,657	1,771	2,886
TOTAL	5,259,777	3,965,705	1,953,019	2,012,686	1,294,072	623,437	670,636

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Table 2

North Carolina

PROJECTED POPULATION BY AGE, COLOR, SEX, JULY 1, 1980

Age (years)	Projected Population						
	Total	White			Nonwhite		
		Total	Male	Female	Total	Male	Female
0- 4	557,185	390,790	198,744	192,046	166,395	83,516	82,879
5- 9	518,157	360,786	183,620	177,166	157,371	79,129	78,242
10-14	473,071	333,620	169,852	163,768	139,450	69,925	69,525
15-19	536,648	383,079	197,600	185,479	153,569	77,323	76,246
20-24	529,644	397,847	197,830	200,016	131,797	63,919	67,879
25-29	495,584	380,336	190,896	189,440	115,248	54,957	60,291
30-34	460,511	367,248	182,356	184,892	93,263	44.125	49,138
35-39	386,776	310,095	156,788	153,307	76,681	36,231	40,451
40-44	310,767	252,214	128,891	123,324	58,553	28,017	30,536
45-49	278,900	226,903	111,491	115,412	51,997	24,055	27,942
50-54	291,741	235,650	114,759	120,892	56,091	25,063	31,028
55-59	287,922	231,449	110,900	120,549	56,473	26,372	30,102
60-64	242,997	196,623	90,821	105,803	46,374	19,859	26,514
65-69	239,138	183,864	83,505	100,359	55,274	23,674	31,601
70-74	173,601	139,092	59,523	79,569	34,509	13,697	20,813
75-79	115,732	95.126	37,828	57,298	20,606	8,425	12,182
80-84	62,474	53,793	20,453	33,339	8,681	3,117	5,564
85+	35,308	30,005	12,159	17,846	5,303	1,837	3,466
TOTAL	5,996,141	4,568,505	2,248,005	2,320,500	1,427,636	683,239	744,397

Table 3

North Carolina

PERCENT DISTRIBUTION OF POPULATION BY AGE, COLOR, AND SEX, JULY 1, 1970

Age (years)	Projected Population						
	Total	White			Nonwhite		
		Total	Male	Female	Total	Male	Female
0- 4	8.7	8.1	8.4	7.9	10.5	10.9	10.1
5- 9	9.9	9.1	9.4	8.8	12.5	13.0	12.0
10-14	10.3	9.4	9.8	9.1	13.1	13.6	12.7
15-19	9.9	9.2	9.7	8.8	12.0	12.4	11.5
20-24	9.0	9.1	9.2	9.0	8.8	8.9	8.7
25-29	7.5	7.8	8.0	7.6	6.6	6.5	6.6
30-34	5.9	6.3	6.5	6.1	4.7	4.7	4.7
35-39	5.5	5.8	5.8	5.8	4.4	4.2	4.6
40-44	5.8	6.1	6.1	6.1	4.8	4.5	5.0
45-49	5.6	6.0	5.9	6.0	4.6	4.5	4.7
50-54	5.1	5.4	5.3	5.5	4.2	4.1	4.4
55-59	4.7	4.9	4.7	5.0	4.1	4.1	4.2
60-64	3.7	3.9	3.6	4.2	2.9	2.7	3.1
65-69	3.2	3.3	3.0	3.6	3.0	2.7	3.3
70-74	2.3	2.5	2.1	2.8	1.9	1.6	2.2
75-79	1.5	1.6	1.4	1.9	1.0	0.9	1.1
80-84	0.8	0.9	0.7	1.1	0.5	0.4	0.6
85+	0.5	0.5	0.4	0.6	0.4	0.3	0.4

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Table 4

North Carolina

PERCENT DISTRIBUTION OF POPULATION BY AGE, COLOR, AND SEX, JULY 1, 1970

Age (years)	Projected Population						
	Total	White			Nonwhite		
		Total	Male	Female	Total	Male	Female
0- 4	9.3	8.6	8.8	8.3	11.7	12.2	11.1
5- 9	8.6	7.9	8.2	7.6	11.0	11.6	10.5
10-14	7.9	7.3	7.6	7.1	9.8	10.2	9.3
15-19	8.9	8.4	8.8	8.0	10.8	11.3	10.2
20-24	8.8	8.7	8.8	8.6	9.2	9.4	9.1
25-29	8.3	8.3	8.5	8.2	8.1	8.0	8.1
30-34	7.7	8.0	8.1	8.0	6.5	6.5	6.6
35-39	6.5	6.8	7.0	6.6	5.4	5.3	5.4
40-44	5.2	5.5	5.7	5.3	4.1	4.1	4.1
45-49	4.7	5.0	5.0	5.0	3.6	3.5	3.8
50-54	4.9	5.2	5.1	5.2	3.9	3.7	4.2
55-59	4.8	5.1	4.9	5.2	4.0	3.9	4.0
60-64	4.1	4.3	4.0	4.6	3.2	2.9	3.6
65-69	4.0	4.0	3.7	4.3	3.9	3.5	4.2
70-74	2.9	3.0	2.6	3.4	2.4	2.0	2.8
75-79	1.9	2.1	1.7	2.5	1.4	1.2	1.6
80-84	1.0	1.2	0.9	1.4	0.6	0.5	0.7
85+	0.6	0.7	0.5	0.8	0.4	0.3	0.5

RESEARCH TRIANGLE INSTITUTE

Population and Economic Projections
United States vs. Coastal Plains Region
1970 - 1980

Table 5

UNITED STATES PERSONAL INCOME, POPULATION AND INCOME PER CAPITA GROWTH RATES
(Current Dollars, Compounded Annual Percentage Rates of Change)

PERSONAL INCOME

Initial Year	Terminal Year 1940	1950	1959	1962	1965	1967	1968	1970	1980	Actual (000)
1929	-.8	4.7	5.1	5.1	5.2	5.4	5.5	5.7	5.7	$ 85,803,441
1940		11.2	8.7	8.2	8.0	8.0	8.1	8.2	7.5	78,122,199
1950			6.0	5.7	5.9	6.2	6.4	6.7	6.3	226,197,200
1959				4.8	5.7	6.3	6.7	7.2	6.5	382,840,299
1962					6.7	7.3	7.6	8.1	6.7	440,190,000
1965						8.1	8.5	8.9	6.7	534,816,000
1967							9.4	9.5	6.5	625,068,000
1968								9.5	6.3	683,702,000
										Projected (000)
1970									5.7	819,897,142
1980										1,424,586,462

POPULATION

Initial Year	Terminal Year 1940	1950	1959	1962	1965	1967	1968	1970	1980	Actual (000)
1929	.8	1.1	1.3	1.3	1.3	1.3	1.3	1.3	1.3	$121,770
1940		1.4	1.6	1.6	1.5	1.5	1.5	1.5	1.4	132,594
1950			1.7	1.7	1.6	1.6	1.6	1.5	1.5	152,271
1959				1.6	1.5	1.4	1.4	1.3	1.3	177,830
1962					1.4	1.3	1.3	1.2	1.3	186,656
1965						1.2	1.1	1.1	1.3	194,592
1967							1.0	1.1	1.3	199,114
1968								1.2	1.3	201,152
										Projected (000)
1970									1.3	206,039
1980										235,212

INCOME PER CAPITA

Initial Year	Terminal Year 1940	1940	1959	1962	1965	1967	1968	1970	1980	Actual
1929	-1.6	3.6	3.8	3.7	3.9	4.0	4.1	4.3	4.3	$ 705
1940		9.7	7.1	6.5	6.4	6.4	6.5	6.6	6.0	589
1950			4.2	3.9	4.2	4.5	4.7	5.1	4.8	1,485
1959				3.1	4.2	4.8	5.2	5.7	5.0	2,153
1962					5.2	5.9	6.3	6.8	5.4	2,358
1965						6.8	7.3	7.7	5.4	2,748
1967							8.3	8.2	5.2	3,139
1968								8.2	4.9	3,399
										Projected
1970									4.3	3,979
1980										6,057

Table 6

COASTAL PLAINS REGION PERSONAL INCOME, POPULATION AND INCOME PER CAPITA GROWTH RATES
(Current Dollars, Compounded Annual Rates of Change)

PERSONAL INCOME

Initial Year	Terminal Year 1940	1950	1959	1962	1965	1967	1968	1970	1980	Actual (000)
1929	.6	6.4	6.2	6.2	6.3	6.6	6.6	6.8	6.7	$1,056,897
1940		13.2	9.5	9.1	8.9	9.1	9.1	9.1	8.5	1,130,532
1950			5.6	5.7	6.2	6.7	6.9	7.1	7.0	3,917,004
1959				6.1	7.1	8.1	8.2	8.4	7.6	6,372,341
1962					8.1	9.3	9.3	9.3	7.8	7,615,139
1965						11.1	10.4	10.0	7.7	9,623,271
1967							9.3	9.3	7.2	11,872,508
1968								9.3	7.1	12,972,980
										Projected (000)
1970									6.6	15,503,952
1980										29,425,160

POPULATION

Initial Year	Terminal Year 1940	1950	1959	1962	1965	1967	1968	1970	1980	Actual (000)
1929	0.8	0.9	0.9	1.0	0.9	0.9	0.9	0.9	0.9	$3,691
1940		1.1	1.1	1.0	1.0	1.0	0.9	0.9	1.0	4,011
1950			1.0	1.0	0.9	0.9	0.9	0.8	1.0	4,464
1959				1.0	0.8	0.7	0.7	0.7	0.9	4,894
1962					0.6	0.6	0.6	0.6	0.9	5,043
1965						0.6	0.6	0.6	1.0	5,130
1967							0.6	0.6	1.1	5,189
1968								0.6	1.1	5,128
										Projected
1970									1.2	5,278
1980										5,953

INCOME PER CAPITA

Initial Year	Terminal Year 1940	1950	1959	1962	1965	1967	1968	1970	1980	Actual
1929	-.1	5.5	5.2	5.2	5.4	5.6	5.7	5.8	5.7	$ 286
1940		12.0	8.3	7.9	7.9	8.1	8.1	8.1	7.4	282
1950			4.4	4.6	5.2	5.8	6.0	6.2	5.9	877
1959				5.1	6.3	7.3	7.5	7.7	6.6	1,302
1962					7.5	8.7	8.7	8.7	6.8	1,510
1965						10.4	9.8	9.4	6.7	1,876
1967							8.7	8.7	6.1	2,288
1968								8.7	5.9	2,486
										Projected
1970									5.3	2,937
1980										4,943

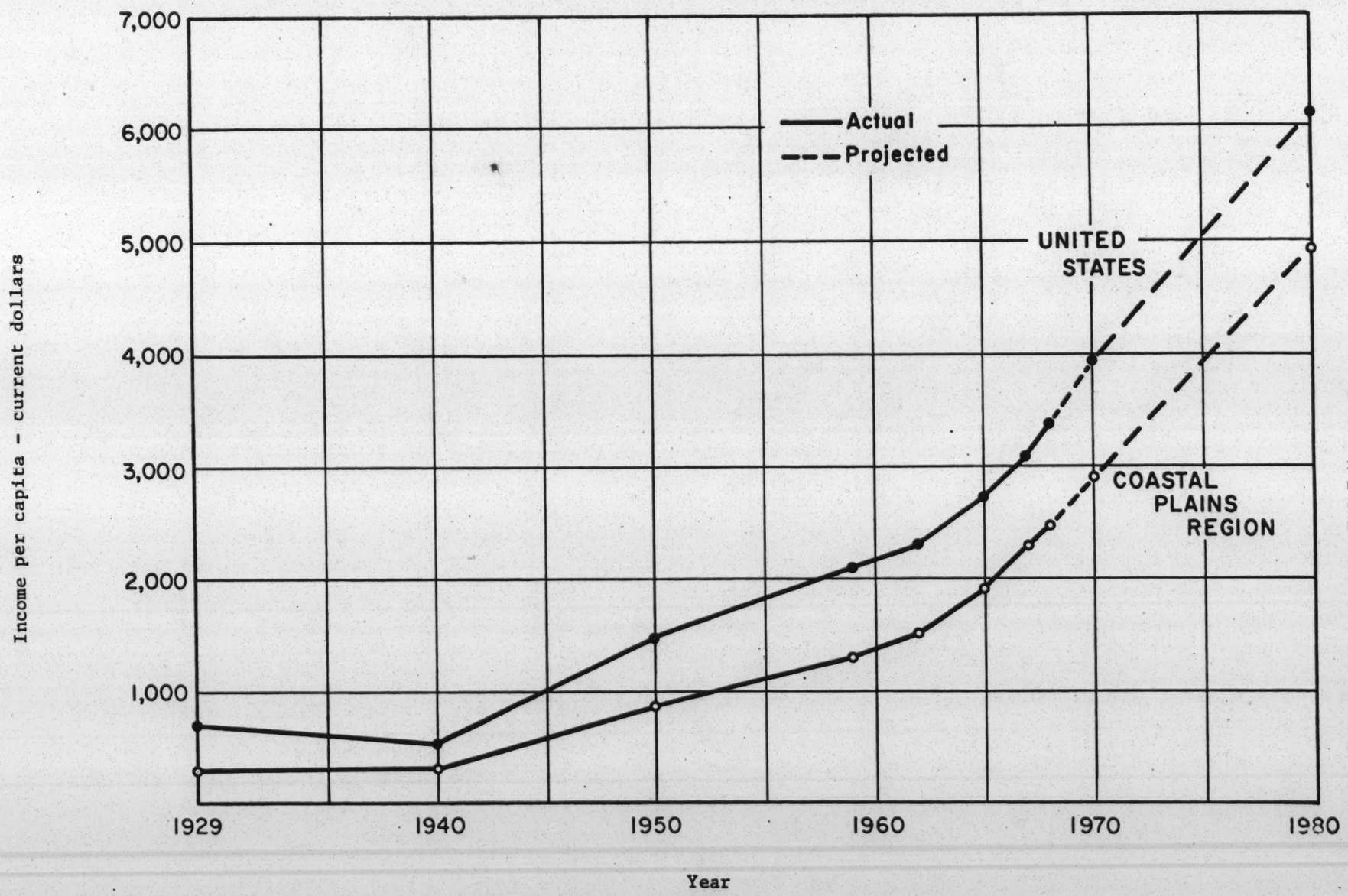

Fig. 1. Income Per Capita: Current Dollars.

RESEARCH TRIANGLE INSTITUTE

Projections and Analysis of the Coastal Region Economy: 1970-80

A. Approach[1/]

The information contained in this section has been drawn from a study designed to provide the Coastal Plains Regional Commission with a projection of 1980 national and regional income per capita, assuming no significant regional development effort. These data were used in a comparative analysis of the region's economic performance.

The method of analysis consisted of projecting historical trends in components of the economic structure of the nation and the region, i.e., personal income, employment and population. Projection of the nation's structure was based on a Bureau of Census population projection from which labor force and employment projections were developed by the Bureau of Labor Statistics, Department of Labor. The region's employment structure was projected by continuing trends in the historical relationship between national and regional employment. Population was then projected from trends in the labor force participation rate. The remaining requirements, national and regional average earnings per employee, property income and net transfer payments, are extensions of historical trends.

B. Results

The income per capita differential between the Coastal Plains Region and the nation is projected to grow from the 1968 figure of $913 to $1,114 by 1980, measured in current dollars. This gap translates into an absolute 1980 regional personal income deficit of $6.6 billion. The increase in the projected 1980 disparity in income per capita is, however, due to the inflation expected in the seventies. In constant dollars the income per capita gap narrows somewhat and the absolute personal income deficit decreases slightly. In either terms there is relative improvement in regional income per capita since this

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1/ Projections and Analysis of the Coastal Region Economy: 1970-1980. (Research Triangle Institute, 1970).

measure is projected to increase to 82 percent of the U. S. level by 1980 from 73 percent in 1967.

While regional personal income is projected to grow somewhat faster than the U. S., an important source of the improvement in relative income per capita is expected to be a lower regional population growth than the nation due to migration from the region. During this decade about 214,000 people, in net terms, are expected to leave the region in pursuit of economic opportunity. The actual number leaving the region may be higher when not offset by migration into the region.

The projected 1980 gap is rooted in the past economic structure of the region. It is a product of any economy which is biased toward low wage industries, which are not only below the average national wage for all industries but also below the average national wage for the specific industry. It is also caused by an employment participation rate that is lower than the nation. In addition about one-quarter of the region's employment is in four industries where employment is expected to decline by 1980--agriculture, lumber, tobacco, and the military.

While the projected 1980 income per capita gap is the focal point of this study, in translating that gap into an investment objective for the Coastal Plains Regional Commission, it is important to recognize that the earnings component of regional personal income will be the primary vehicle for raising personal income. Personal income can be divided into both employment and nonemployment related sources. The employment related sources of personal income (earnings) are wages and salaries, other labor income and proprietors income. The nonemployment sources are property income and net transfer payments. Since there is a tendency for the non-earnings sources of personal income to be related to the level of earnings, the projected personal income gap should be adjusted to an earnings gap in order to establish Commission private investment objectives.

Based on the historical relationship between regional personal income and earnings, the income per capita gap would be erased if the Commission could induce enough investment into the region to raise 1980 earnings by $5.2 billion ($3.3 billion in constant dollars) above the level that would exist in the absence of a significant development effort.

C. 1962 - 1967

Between 1962 and 1967, U. S. personal income grew by $127 billion in 1958 dollars, 78 percent of which was accounted for by a change in earnings. The changes in earnings for the major sectors were, in descending order:

Manufacturing	$29,137,000,000
Government	21,481,137,000
Services	16,639,220,000
Trade	14,321,857,000
Contract Construction	6,262,984,000
Transportation, Communications and Public Utilities	5,876,854,000
Finance, Insurance and Real Estate	5,161,097,000
Mining	237,219,000
Agriculture, Forestry and Fishing	-56,719,000

The major sources of growth in manufacturing income were transportation equipment and nonelectrical and electrical machinery. Growth in government income accounted for 26 percent of the growth in earnings. The largest component of government income growth was state and local governments.

Most sectors had positive income growth except petroleum and stone, clay and glass where income declined. Eleven other sectors, the most notable being agriculture, made only small contributions to the change in U. S. income.

For the five years under review, personal income in the region grew $3 billion, 83 percent of which was accounted for by earnings growth. The sector accounting for the largest income change was government, especially military, which alone accounted for 21 percent of the earnings growth. The changes in earnings for the major sectors were, in descending order:

Government	$1,009,890,000
Manufacturing	549,928,000
Trade	306,326,000
Services	247,776,000
Contract Construction	138,180,000
Transportation, Communication and Public Utilities	101,547,000
Agriculture, Forestry and Fishing	98,750,000
Finance, Insurance and Real Estate	90,644,000
Mining	9,033,000

All sectors had positive income growth in the region from 1962 to 1967. However, three sectors had negative employment growth (agriculture, lumber and petroleum) while five sectors (printing and publishing, ordnance, rubber and plastics, and leather) had declining average wage rates. The average wage rate for electrical machinery, for practical purposes, was unchanged. Since all industries which experienced a wage rate decline between 1962 and 1967 had a positive growth in employment, the explanation for the wage decline would appear to be that lower paying industries within the industry classification moved into and/or expanded in the region during the period under review, bringing down the average wage rate.

The general tendency for the remaining industries was to have fairly equal employment and wage components or an employment component greater than the wage component. Sectors in the latter classification are found in the lower triangle of the first quadrant.

D. 1970 - 1980

In the next decade, U. S. personal income is expected to increase by $264 billion (in 1958 dollars), 74 percent of which will be attributable to growth in earnings. The leading sectors and their percentage contribution to income growth are expected to be:

Services	25%
Government	20%
Manufacturing	16%
Trade	15%
Transportation, Communication and Public Utilities	9%
Finance, Insurance and Real Estate	6%
Agriculture	1%
Mining, less than	1%

All sectors are expected to have a positive wage component; however, several are projected to have declining employment. The military and petroleum sectors are expected to show income losses from their 1970 level.

Coastal Plains Regional personal income is expected to grow $6 billion, 83 percent of which will be accounted for by earnings growth. The leading sectors are expected to be:

Manufacturing	29%
Government	21%
Services	13%
Transportation, Communication and Public Utilities	12%
Trade	11%
Contract Construction	9%
Finance, Insurance and Real Estate	5%
Mining	1%
Agriculture, less than	1%

Every sector is expected to have a positive wage component in this decade. Five industries, however, are expected to have negative employment components (military, agriculture, lumber, tobacco, and petroleum). It should be noted that the previous decade's leading sector, military, is expected to show an income decline.

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October 20, 1970

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BUS SCHEDULE

For Participants Housed At
Holiday Inn & University Motel

	HOLIDAY INN	UNIVERSITY MOTEL
OCTOBER 21		
Depart for Carolina Inn	5:00 p.m.	5:20 p.m.
Leave Carolina Inn at 10:30 p.m.		
OCTOBER 22		
Depart for Carolina Inn	8:00 a.m.	8:20 a.m.
Leave Carolina Inn at 5:00 p.m.		
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Leave Carolina Inn at 10:30 p.m.		
OCTOBER 23		
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Carolina Population Center
University of North Carolina at Chapel Hill
International Conference on Population Priorities and Options
for Commerce and Industry, 1970-2000
October 1970

Toward an Optimal Population: What Can Business Do?

by
George Contis, M.D.

Outline of Comments

I. Introduction

II. The Problem Restated in Industry and Labor Terms

- A. Needs for services
  - 1. Total estimated needs
  - 2. Working women; the need for subsidized services
- B. Cost to industry of pregnancy in work force
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III. Provision of services to employees

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Carolina Population Center
University of North Carolina at Chapel Hill
International Conference on Population Priorities and Options
for Commerce and Industry, 1970-2000
October 1970

Toward an Optimal Population: What Can Business Do?

by
Philip M. Hauser

Outline of Address

I. Population growth as a factor in economy

   A. Indirect effects
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II. Total population and components of growth

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VII. Metropolitan area patterns

   A. Land use: retrospect and prospect
   B. Peopling: immigration cycle; Negro Americans--similarities and differences and implications

Draft for discussion only.

DEMOGRAPHIC AND SOCIAL CONSEQUENCES OF A ZERO POPULATION GROWTH RATE IN THE UNITED STATES

by

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It is by now a truism that the growth of human population--in every country--must eventually cease. The most obvious reason for this is the existence of limits on both space and resources. One could, in fact, reasonably argue that such limits ultimately impose not merely a growth rate that is zero, but actually, for any population at more than a stone age level of living, one that is negative: negative in order to keep human numbers, whatever the level of consumption, in balance with an ever diminishing resource base.

But if the existence of physical limits is the most obvious of the ultimate limits to human increase, there is some question as to whether it is the most important. We need not resort to inferences about human behavior from research on Norway rats and the like[1] to conclude that, as with other species, increases among humans would press against the limits of what might be termed "social and psychic space" well in advance of reaching those of a more physical nature. Moreover, such increases would approach these social and psychic limits (and the physical limits too for that matter) at rapid rates in complex, high energy-consumption, technologically advanced societies--partly because the degree of specialization characteristic of such societies makes the individuals in them quite dependent upon one another for the fulfillment of their needs, and partly because individuals in such societies impinge upon one another to a high degree. For such societies are characterized by a high frequency of interpersonal contact--in the form, for example, of noise, pollution, and vision (however meaningless this contact may be to the satisfaction of psychic needs). Long before the occurrence of absolute physical crowding over any extended period of time (human beings do seem capable of adjusting to considerable amounts of physical crowding over fairly short periods, as in crowds at sporting events), there would arise such social and psychic densities as to result in a breakdown of those social relationships and behaviors necessary to the continuation of human society. The difficulties already occasionally observable in our society in transportation and communication, in gaining access to recreation, in the disposal of waste and the like, are but mild forms of what on a larger scale could reduce social viability either through outright increases in mortality or through the spread of that state of apathy and withdrawal to which Durkheim applied the term, "anomie."

To note that a population's average growth rate must ultimately equal zero is not to deny the possibility that such a rate may be accompanied by considerable short-term fluctuation in rates and, hence, in total numbers: a decrease in one year, an increase in the next, for example. Wide fluctuations in the short-run seem, in fact, to have been characteristic of nearly all populations until man's relatively recent achievement of extensive control over mortality. But given a population like that in the United States--one in which there exists substantial control over both natality and mortality--it seems reasonable to expect that annual fluctuations in population size will ultimately occur over a range so narrow as essentially to constitute what demographers term a "stationary" population: that is, a population with a growth rate of zero and an unchanging age and sex distribution.

In reaching this conclusion I am making both an assumption and a hypothesis. I am assuming, with respect to mortality, that extensive

control will continue and that, as a consequence, there will be virtually no annual fluctuation in age- and sex-specific death rates. I am hypothesizing, with respect to natality, that those social conditions that would lead to a pattern of natality sufficient to maintain a zero average growth rate (under given levels of mortality) would be of a sort unlikely to be introduced or abandoned to an extent productive of anything but the most minimal fluctuation in annual growth rates. I have in mind here such social conditions, for example, as those determining the status of women, patterns of residence, the position of the aged, and the nature and duration of formal schooling and vocational training; none of which is likely to undergo major short-run swings, either in character or in level of intensity.

There is, of course, scant likelihood that the United States will attain this pattern of growth in the near future. For one thing, the current birth rate is well above that necessary for replacement and the various polls on the subject consistently show childbearing "ideals" and "expectations" at similarly excessive levels. But even if birth rates were suddenly to decline and to remain at replacement levels indefinitely, further population increases would still be forthcoming. Despite a long period during which the net reproduction rates have been below unity (that is, below the level needed to replace the current childbearing generation), the populations of both Japan and Hungary have continued to grow as a consequence of earlier patterns of childbearing.[2]

In the absence of extensive changes in the timing of childbearing, the working out of the age structure in the United States would itself produce further population increases for another 65-70 years.[3] This is true because by 1975 there will be 18,250,000 women between the ages of 20 and 29--the peak childbearing ages in this country; by 1985 there will be 20,931,000, for an increase of 52 and 63 percent, respectively, over the 12,824,000 in this category in 1966.[4] There is nothing hypothetical about this; these potential mothers have already been born. If the total number of babies born to women in this age group in 1985 is to remain the same as in 1966 (a level that was part of an overall pattern of childbearing well in excess of the number needed for replacement) the average 20-29 year-old woman in 1985 will have to bear 40 percent fewer children than did her counterpart in 1966: a decidedly unlikely event. Thus, we can hardly expect to stop population growth in this country for another two or three generations, at the very least, without reductions in natality of a literally incredible sort.

However, such a pessimistic forecast should not deter us from acting now to halt population growth in the future. Any reduction in growth rate will be beneficial since the size of our population is already a prime determinant of the quality of life that can be led in this country, and there can be little question that our chances of attaining the "good life" would be enhanced had our numbers stopped increasing some years past.[5] If a cessation of population increase is to be achieved rather sooner than later, the time to set this process in motion is now--not some decade or two in the future, for as I have indicated above, population is not like water issuing from a tap, to be turned off at will when the desired level has been reached.

Demographic Consequences of Zero Population Growth

Given the need to act, and given the importance of "images of the future" as determinants of action in the present,[6] it is important to determine what we can expect, demographically, with a population that has ceased to grow.

Size: We do not really know what size this future population will be. Certainly our numbers will increase substantially beyond the present level, but whether the current period of increase will be followed by one of decrease cannot be determined at the present time. A decrease is possible but not very likely--and certainly not for a long time in the future--given the circumstances of present age structure and family size ideals.

Age structure: Even though we do not know what size the future stationary population will be, we do know something about its composition. It will be an older population--assuming a continuation of low mortality rates. Taking as our guide the current life table values for whites (because the more favorable mortality experience of whites allows for some further reduction in death rates for the population as a whole), the median age of this stationary population will have increased from its present level of 27.7 years to an eventual one of approximately 36.9 years. The proportion of school age children will be lower, and proportions of working and retirement age individuals, higher in the future hypothetical stationary population than in the actual mid-year population for 1969 as shown below:[7]

Age	Mid-year 1969	Hypothetical stationary population	Ratio: Hypothetical / Stationary
Under 18	34.8%	24.6%	.71
18 to 64	55.6	60.0	1.08
65 & over	9.6	15.3	1.66
TOTAL	100.0%	99.9%	

The population in the "dependent" ages (that is, school and retirement ages), as here defined, would be 39.9 percent of the total, a reduction of 10 percent from the 44.4 percent level of the present time.

Such a categorization is, of course, essentially arbitrary. One could argue that a more appropriate delineation of the "dependent" ages would be those under 21 rather than 18, together with those over 70 rather than over 65; such a delineation would take account, on the one hand, of the long period of schooling and training characteristic of modern industrial societies, and, on the other, of the fact that a high-longevity population can be expected to retain its health and physical vigor to an older age. There

is nothing sacred about an arbitrary retirement age of 65; in Sweden, for example, it is 70. Using these age limits, we have the following proportions in different age groups:

Age	Mid-year 1969	Hypothetical stationary population	Ratio: Hypothetical / Stationary
Under 21	40.1%	28.7%	.72
21 to 69	53.7	60.8	1.13
70 & over	6.2	10.5	1.69
TOTAL	100.0%	100.0%	

Thus defined, the proportion of those of "dependent" age in the stationary population would be slightly lower: 39.2 percent of the total as contrasted with the 39.9 percent afforded by the other definition of "dependent."

Both of these delineations of the "dependent" population imply an essentially industrialized economy and society. It is possible, however, that other conditions might obtain, particularly if, either as a result of conscious planning or as a consequence of steady depletion of our resources, there is a return to the greater use of animate sources of energy--more handmade goods, for example, or less use of machinery in agriculture. One consequence of such a change would be to lower the age at which a person could enter the work force and, possibly, to raise the age at which he would have to retire. Lowering the customary age of entry into the work force, while retaining age 70 as representing average retirement age, would have the following statistical consequences:

Age	Mid-year 1969	Hypothetical stationary population	Ratio: Hypothetical / Stationary
Under 15	29.2%	20.5%	.70
15 to 69	64.6	69.0	1.07
70 & over	6.2	10.5	1.69
TOTAL	100.0%	100.0%	

Once again the "dependent" section of the population is reduced. Thus, whatever the age limits taken as denoting the "dependent" population, the transition to a stationary population would reduce the proportion of the total classed as "dependent."

Sex ratio: If we assume a sex ratio at birth of 105 males to every 100 females, and progressively age this population by application of the appropriate death rates from sex-specific life tables, men are seen to outnumber women until nearly age 48 in the hypothetical stationary population. Differences between this and present conditions arise from unequal sex ratios among migrants and from changes in age- and sex-specific death rates. The following table shows sex ratios (number of men per hundred women) at selected ages:

Age	Mid-year 1969	Hypothetical stationary population
20	102.5	103.8
25	100.1	103.2
30	97.8	102.7
35	97.4	102.2
40	96.1	101.7
45	94.1	100.8
50	93.3	99.4

Marital status: The main demographic consequence of such stability in sex ratios would probably appear in the patterns of marriage. In a society with a growing population there might be a reduction in the number of marriages in consequence of a change in numbers of births two decades earlier. For example, where custom decrees that a groom should ideally be two years older than his bride, a 35 percent increase in births over the number two years earlier (which is what happened in the United States in 1947)[8] would result in sex ratios of only 77 males per 100 females at the prime marriageable ages for women (20-24), assuming equal age-specific migration rates, and an "ideal" age difference of two years between husband and wife.[9] The result: for some, a departure from the "ideal;" for others, postponement of marriage; and for still others, possibly no marriage at all.

With a stationary population, there would be no demographic pressure in any of these directions. A stationary population of the sort predicated could be characterized by a variety of marriage patterns. Marriage could be virtually universal or limited to a relatively small proportion of the population; it could occur at an early age or a late age, over a wide range of ages or within a very narrow one, once a lifetime or several times. There is nothing about a stationary population in itself that is productive of any one pattern of marriage more than another. However, such a stationary population is less likely either to force individuals to

remain unmarried against their will or to produce fluctuations in annual marriage rates. With little annual variation in birth rates (and hence in numbers of births), sex ratios among those in the age groups socially defined as ready for marriage will be essentially constant.

Residence: A stationary population would seem to require no particular distribution by residence. It could be primarily rural, primarily small urban, primarily metropolitan, or any mixture of the three. Urbanization is well developed in those countries with the lowest average growth rates over the past two decades, but there is no uniformity among these countries in either the proportion of the population that is urban or the proportion of the urban population living in agglomerations of different sizes.[10]

However, the absence of any necessary relationship between a stationary population and its pattern of residence does not mean that each of these patterns of urbanization has the same likelihood of occurrence. For the present, whatever happens to natality, it seems unlikely that the United States will experience a return movement to farm and rural residence. Farming in this country has steadily become less a way of life and more a strictly commercial enterprise, with all the latter signifies in terms of the substitution of capital for human labor, of the removal of economically marginal operators, and of the increased economic valuation of land--which acts as a further incentive to the use of land for the most commercially rewarding purposes. Moreover, we can probably expect to see a continuation for many more years of the trend toward metropolitanization, though this could involve considerable variation in patterns of residence, especially with likely improvements in mass transit of a sort to permit commuting over greater distances at no greater expenditure of time. It is important to remember, however, that continuation of none of these trends depends in any way upon whether or not natality moves in a direction commensurate with attainment of a stationary population. Whatever happens, it will not be a consequence of whether or not overall growth rates move in the direction of zero.

Mortality: Low mortality--that is, high average longevity--has already been assumed in my calculations. Such an assumption is not incongruent with a continuation of group differentials. However undesirable, it is quite possible that nonwhites could continue to die sooner than whites, lower income persons sooner than higher income, those in certain occupational categories sooner than those in others; and, of course, those with life styles characterized by smoking, overeating, lack of exercise, aggressive driving, and the like sooner than those with more healthful ways of living.

The one difference in mortality necessitated by a stationary population is that death would occur more frequently. Because a stationary population (for any given pattern of mortality) would be an older population than one that was increasing by means of an excess of births over deaths, there would be a higher concentration in those age groups where death rates are higher. At the mortality levels assumed in this discussion, a stationary population would have a crude death rate (that is, deaths per 1000 population) approximately 47 percent higher than at present; that is 14.0 deaths per 1000 population as contrasted with the present rate of 9.5. That death would occur almost half again as frequently as at present

would be due not to any change in longevity, but to the change in age structure entailed in the transition to a stationary population. A more frequent occurrence, death would, under such conditions, presumably be more difficult to deny. It could thus become more readily acknowledged as the fact of life it properly is.

Natality: A stationary population under the given mortality assumptions (and assuming no changes as a consequence of migration) would have an average natality level* about a fifth lower than what it is now, and about a third lower than the average in this country over the past five years.[11] The crude birth rate would be equal to the crude death rate (as noted, approximately 14.0 per 1000) and, concomitantly, the average number of births, each year, would equal the average number of deaths.

The natality conditions necessary to maintain a zero growth rate could rest on a variety of demographic conditions, between one extreme in which childbearing was confined to a small group having very high natality and the other extreme in which there was nearly universal childbearing at the level of two children per woman. There is nothing about a stationary population itself that necessitates any particular distribution of birth parities. All that maintenance of a stationary population requires is that the number of births be equal to the number of deaths. In a country enjoying low mortality this means an average of approximately 2.1 births per woman.

Migration: Whatever the amount of international migration, its net numerical consequences, if a nation's population were to remain stationary, would have to be compensated for by the rate of natural increase. If there were a net gain from migration of one percent per annum, for example, natality would have to be correspondingly lower; if a loss, natality would have to be correspondingly higher--assuming no change in mortality levels.

It seems reasonable to suppose, however, that migration in such a population would be minimal. As annual birth and death rates evened out, the peaks and troughs in the age structure would disappear. This would have a stabilizing effect on the size of the labor force, partly by limiting the amount of annual fluctuation in numbers entering and leaving the labor market, and partly by reducing the amount of fluctuation in demand for labor that would otherwise occur in response to changes in population size and composition. Of course, there are other than economic determinants of the rate and direction of international migration, but in a market economy, employment of some member of the household would seem to be a virtual requisite of membership in the society. It seems unlikely that there would be a reversion to a condition of relatively unregulated mass immigration of jobless individuals seeking a better life under conditions in which they know little about the kinds of opportunities available to them in the country to which they migrate.

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*Natality level is measured in this instance by the Net Reproduction Rate, a measure of the extent to which a hypothetical female birth cohort would replace itself if subjected throughout its lifetime to current age-specific natality and mortality rates.

Concerning internal migration there would appear to be much less certainty. It is conceivable that present high rates could continue with a stationary population, but this seems unlikely. For one thing, a limit to the number who can leave agriculture must soon be reached. By 1967, the proportion of the American labor force engaged in agriculture hardly exceeded 5 percent--a lower proportion than in any other industrialized country save the United Kingdom (exclusive of Northern Ireland). Corresponding percentages, that year, were 3.1 in the United Kingdom, 10.6 in West Germany, 8.3 in the Netherlands, and 5.8 in Belgium, for example.[12] Even if childbearing were to become the virtual monopoly of the agricultural population, the migration that would result from this source alone could hardly equal the annual internal migration rate of about 20 percent that has obtained in this country over the past two decades.[13]

Moreover, the trend to a stationary population would reduce incentives to migrate by permitting better, less hasty planning of land use and urban renewal and thus lead to fewer forced removals and, presumably, to less dissatisfaction with one's housing and living conditions. As already suggested, a stationary population might also result in less fluctuation in economic activity and, therefore, in less frequent moving about in search of, or because of, changes in conditions of employment. But whatever a stationary population's effect on the amount and direction of internal migration, this effect will be mediated through a variety of non-demographic conditions. There is nothing, in itself, about a stationary population that would seem to necessitate any particular pattern of migration.

Social Consequences of Zero Population Growth

What non-demographic conditions would flow from a stationary population is a matter for some conjecture. There seem to be no one-to-one causal relationships: rather, the range of possible consequences appears very wide indeed. Life could be meager or bountiful, violent or peaceful, miserable or happy. A population's size and composition will set limits, but they will not, except at the very extremes, be the ultimate determinants of the conditions of human life. We must beware of lapsing into demographic determinism. A stationary population would only make the "good life" more attainable: it would not, in itself, produce it. Under any set of demographic conditions short of the extremes, conditions of life will be more a consequence of institutional structures and of social attitudes and policies, than of any population characteristics as such.

Health: It would be reasonable to expect the demand for medical and hospital services, for old age homes and wheelchairs to increase with an aging of the population. But even here there is no one-to-one relationship. Aging is a social and psychological process every bit as much as a biological one. (Orwell somewhere writes of "old women of 40.") Aging is perhaps more rapid than it needs to be under present conditions in this country, where access to medical care, though recently improved, remains costly; where the decline of small-scale agriculture and small-scale business has lessened the economic opportunities for older people; where pensions hardly compare with wages; and where urban sprawl is combined with little opportunity for walking and cycling (both common activities among the aged in Europe), with a paucity of opportunities for informal and chance encounters, and with a woefully inadequate system of public transportation.

Given conditions that enable older persons to remain active and useful, and that do not rob them of status and living, the higher proportion of the population in the upper age groups that we can expect with a stationary population may well contain a smaller proportion of "aged"-- in a social and psychological, and possibly even physical, sense. Obviously, aging cannot be prevented: but when aging begins and how it manifests itself would seem to be explained less by considerations of birthdays than of living conditions.

Economic conditions: However worthwhile a different pattern of economic growth in this country might be from the standpoint of the conservation of resources and the enhancement of the quality of life,[14] there is nothing in a stationary population itself that would make such changes inevitable. Economic growth, economic stability, and economic decline all seem possible with such a population. I have already pointed out that a stationary population would have a lower proportion of people in the economically "dependent" ages, however these may be defined; a lower ratio of dependency is no guarantee of better economic conditions, however. There would be less tendency toward inflation, to the extent that inflation originates in increased demand arising from additions to our numbers. But the major sources of inflation are surely to be sought in more complex and varied conditions than those consisting solely of population structure and growth rates. Once again, population sets the limits, but the limits set are broad indeed.

Forecasting: There could presumably be more certainty in economic forecasting, particularly at the national and (to a lesser degree) at regional levels. However, if internal migration is at a high rate--and it could be, even with a stationary population--forecasting by local firms, with a local labor market or a local sales market, could continue to be a rather uncertain undertaking. A stationary population should also permit more accurate forecasting--particularly at the national and regional levels--with respect to provision of social services: health, education, welfare, retirement benefits, recreation, transportation, and waste disposal, for example. But here, too, internal migration could continue to create difficulties to such forecasting at the local level.

Behavior: Among those who have on occasion succumbed to the temptations of demographic determinism, the main anxieties expressed about a stationary population concern its age structure. A physician prominent in the family planning movement has been quoted as saying that such a population would have a median age of 65 (which, as we have seen, is about 27-28 years too high), the thought of which he finds "depressing."[15] A well-known economist-demographer avers that a society with the older age structure of a stationary population "would not be likely to be receptive to change and indeed would have a strong tendency towards nostalgia and conservatism."[16] And a French writer characterized such a population as one of "old people ruminating over old ideas in old houses."[17]

As it happens, the cause of such concern is an age structure little different from the current age structures of Sweden and of England and Wales--populations hardly characterized by rampant decrepitude.[18] The following table shows the percentage distribution of these populations by age as compared to the hypothetical stationary population for the U. S.

Age	(a) 1969 population of England and Wales	(b) 1967 population of Sweden	(c) Hypothetical stationary population of U. S.*	Ratios: (c)/(a)	Ratios: (c)/(b)
Under 10	16.55%	14.16%	13.71%	.83	.97
10-19	13.86	14.28	13.64	.98	.96
20-29	14.05	14.83	13.50	.96	.91
30-39	12.04	11.55	13.32	1.11	1.15
40-49	13.02	13.35	12.96	1.00	.97
50-59	11.94	13.06	12.09	1.01	.93
60-69	10.49	10.43	10.26	.98	.98
70 & over	8.05	8.34	10.50	1.30	1.26
TOTAL	100.00%	100.00%	99.98%		

*derived from 1967 U. S. white life table population data.

Only at the highest age category does the stationary population differ much from that of these two actual populations, and then to the extent of but 2.45 percentage points in the case of England and Wales, and but 2.16 percentage points in the case of Sweden.

Moreover, is receptivity to change always desirable, and nostalgia and conservatism always undesirable? Might not one ask: Receptivity to what kinds of change? Nostalgia and conservatism about what? And, for that matter, which "old ideas" in which "old houses"?

"Conservative," "progressive," "reactionary," "radical" are spongy concepts, especially when removed from their specific referents. Were Hitler's youthful storm troopers "progressive"? Were the aged Townsendites "conservative"? Dressed up in the jargon of mathematical economics and presented 35 years later by a prominent economist, the basic elements of the latter program have become suddenly "liberal." Even if we know, ourselves, what we mean by these terms, can we assume that the "conservative" on one issue is going to be "conservative" on others as well? In terms of the demonstrated willingness to introduce changes in economic behavior, education, the status of women, and the like, the world's most conservative societies are those with the youngest--not the oldest--populations. And this holds even when we consider only the adult portion of those populations.

To argue in terms of age is to commit a fallacy--the fallacy of misplaced emphasis--for the behavior of any group above the age of infancy is determined by its position in society, not its accumulation of years. To worry about the supposed behavioral consequences of an aging, or more aged, population is to divert attention from the real issue, which is how to incorporate a higher proportion of old people--given the inevitability of a cessation of population increase and the desirability of low mortality--into society in a socially and emotionally meaningful way.

It is possible that a stationary--and hence older--population would be less subject to fad, whether in clothing, grooming, music, entertainment, furnishings, architecture, or politics. Participating less in the mainstream of the society, being less completely socialized, still to a degree "in process" of development--often, incidentally, many years after attaining full biological maturity--younger persons seem to have fewer countervailing pressures toward conformity with adult (or other) patterns of thought and behavior. When to this condition are added two others--a high proportion of the population in these socially-defined "youthful" ages, and a substantial amount of disposable wealth in the hands of these "youths"--there is a very strong incentive to exploit the greater lability of young people for economic or political purposes. A reduction in the proportion in these youthful age groups would surely reduce this incentive, or, at the least, confine it to a smaller share of the total operation in business and politics. As the owner of a large dress shop once told me, "We'll stock fashions for old ladies when old ladies are as numerous, or have as much to spend, as teenagers."

Status succession: In any system in which power and position are determined at least in part by length of service, a stationary population enjoying low mortality is going to afford less opportunity for promotion. At the probabilities of death used in my calculations for this paper, a stationary population would have fully 90 percent as many males at age 50 as at age 20 and 95 percent as many females. Contrasted with the present condition of 62 and 68 percent as many, respectively, this represents a considerable reduction in this particular kind of opportunity. It should be noted, however, that even now success in this competitive struggle can be enjoyed by only a minority and that fluctuation in annual numbers of births has given some birth cohorts a decided advantage and others a decided disadvantage in this competition. Those born in 1935, for example, have had only about 60 percent as many age peers to compete with for space in school, the attention of their teachers, and jobs as have those born in 1947, and only about half as many as will those born in 1962.[19]

Whether this lower rate of social mobility is to be viewed with satisfaction or alarm is largely a matter of values. It will probably have some effect on the rate of internal migration, however, as fewer executives and professionals are moved about to "higher" positions, and as fewer families change houses in response to "upward" (or "downward") movement. As neighborhoods thus become more demographically stable, real estate speculators and salesmen may suffer a bit, but housing may come to take a smaller share of one's income, and neighborhoods may come to be less subject to inward and outward movements of persons who have little emotional attachment to their place of residence.

The shortage of opportunity for promotion could work in two directions. It could lead to more job-switching, including a higher tendency to go into business for oneself, on the--in this instance, false--assumption that the structural limits to status mobility would be less constraining elsewhere. It is possible too, that for a time there would be a heightened competitiveness in response to the diminished number of opportunities. But it seems unlikely that aspirations for higher position could be entertained for very long without some sort of positive reinforcement. A more likely response would seem to be a reduction in the levels of aspiration which--given the fact of a lower rate of social mobility--would be the more rational psychic response.

Whether a decline in status-striving would necessarily delay the march toward "progress" (or some other similarly metaphysical concept) is at best a debatable point. Surely there is more to human motivation--even in the occupational sphere--than can be accounted for by the hope of invidious distinction. The satisfaction of doing a job well, the approbation of one's peers, the intrinsic interest one might have in certain activities, the quality of the on-the-job associations with one's fellow workers, for example, all figure in the motivation of a work force. To attain a given end, these types of motivating factors may have to play a more prominent role than they do currently, but there seems no reason to doubt their capacity for taking up whatever slack might remain after the virtual disappearance of the, even now, limited opportunities for promotion.

If there is, indeed, a decline in competitiveness and in levels of aspiration, one undoubted consequence will be a reduction in status frustration, for promotion can be socially disruptive and emotionally frustrating since promotion creates aspirations where formerly there were none, and super- and subordinates out of those who were formerly peers. As Stouffer and his associates found in their classic American Soldier study, morale with respect to perceived opportunities was higher where promotions were few than where they were numerous.[20] Surely there are enormous emotional costs in any system, such as that in the United States today, that condemns such a high proportion of its total work force to the self-defined category of occupational "failure." If the advent of a stationary population serves to reduce the incidence of such "failure," this must surely be adjudged one of the positive consequences of such a demographic change.

Automobiles: To the extent that the private ownership and use of automobiles could continue to be permitted in a society of the population size and geographic distribution likely to be reached before a stationary condition is attained--and one could reasonably argue that they should not be permitted even now--a change in age structure of the sort envisaged should reduce the pressure to accommodate this ubiquitous symbol of private affluence and cause of public squalor. With a reduction of some 21 percent in the proportion of the population of ages 15-25 (from 17.3 percent down to 13.7 percent of the total population), there should be somewhat less support for further construction of roads and parking facilities, and therefore less loss of ratable properties condemned for such construction and less ruination of neighborhoods, both urban and rural.[21] With families with small children comprising a smaller proportion of the total of all families, there should be proportionately less demand for large cars, particularly of the station wagon variety, and for facilities for family-type vacationers--though aggregate demand, because of population size could, of course, remain quite high. It will not be the millenium; we have gone too far for that. But a smaller proportion in those age groups for which the automobile seems to hold a special appeal, and a correspondingly higher proportion in those for whom it is a positive nuisance, should at least help to halt the automobile's social and ecological depredations.

Personality structure: If there are, indeed, differences in personality associated with different orders of birth, or that arise as a consequence of different parent-child or sibling relationships originating in different family sizes--and the evidence on this is at best equivocal--any change in the distribution of family sizes will alter the distribution of personality types. More research on this issue could be of some interest, but before we devote too much time and energy to the question, two points should be emphasized: first, that the family is only one of many socializing influences; and second, that whatever the results of such an inquiry, the policy implications inherent in the need for a stationary population, in conjunction with the likely desires of the great majority for parenthood, will surely outweigh in importance anything turned up on this score by the psychologists. As with the aged, the question is one of making the best of the situation, not sacrificing more important values in a misguided effort to avoid a demonstrably lesser evil--if evil it even is, in this particular instance.

Women: Because of the nature of their maternal role in American society, women are more likely than men to be affected by the transition to a stationary population. Whether or not attainment of such a population entails a change in the proportion marrying or in age at marriage, it will, of necessity, reduce the number of woman-years devoted to the bearing and rearing of children. The reduction may be evenly spread throughout the society, or concentrated within one segment as childbearing becomes the monopoly of another. But the average duration of the "period of the empty nest" will inevitably be longer, unless childbearing is substantially postponed to a higher age. Given the present distribution of ultimate family sizes, the reduction would seem likely to weigh most heavily on that half of all women who, under current probabilities, would bear three or more children--and even more particularly on the quarter of them who would bear four or more.[22] I assume that the natality of those who, under current probabilities, would bear but one or two will remain unchanged.

The current pattern of natality has already promoted recognition of the fact that women need to prepare for playing a role other than, or in addition to, that connected with child care. And under present patterns of family life, this, of course, means that men must also be prepared to think of women as more than simply helpmeets and child-rearers. The necessity for such changes in attitude, for increased opportunities for women, and facilities such as daycare, retraining programs, and public transportation to enable women to take advantage of such opportunities can only be heightened by the changes in patterns of childbearing associated with the advent and maintenance of a stationary population. The alternative: women idly filling their days close to home with shopping, housework, gossip, and soap operas which, quite apart from what one might think from the standpoint of values, seem insufficient to satisfy the needs of more than a small minority.

Social security: A stationary population (enjoying low mortality) will doubtless place a greater emphasis on social, as opposed to private, means for the support of the aged, infirm and disabled. This will arise, in part, in the presumably greater political power of the older population --because of their relatively greater numbers--and in part in the substitution of a greater dependency of age for a lesser dependency of youth. Only a population with a youthful age distribution can effectively relegate support for the aged exclusively to the contributions of children and relatives. With higher material levels of living, the disappearance of extended-family households, and an older age distribution, there will be every incentive for the development of procedures for enabling (or, from another point of view, requiring) the aged to support themselves by means of forced savings--customarily in the form of social security payments during the years of peak earnings. The development of such procedures in this country can probably be expected to continue, regardless of changes in age structure. The transition to a stationary--and therefore older--population will thus merely reinforce a trend already well underway.

Conclusion

I have confined my discussion to two general considerations: first, the demographic characteristics of a stationary population and second, the probable non-demographic consequences of such a population. I have said nothing about the sorts of conditions that will eventuate in this kind of population. My omission is in response to limitations of space, to the more conjectural nature of whatever could be said on the topic, and to the fact that I have already discussed this topic at some length elsewhere.[23]

Suffice it to say here that I should expect the particular mix of conditions most conducive to the control of childbearing at no more than replacement levels to lie toward either end of a continuum having to do with the perception of what Weber termed "life chances." Toward one end of the continuum natality would be low because conditions were so bad that people did not wish to overextend themselves, to take chances by having more children. A severe housing shortage, massive unemployment, the threat of arbitrary arrest, a foreign army at the doorstep--these are the sorts of conditions that might evoke such a demographic response. At the other end, natality would be low because there were alternative sources of satisfaction for those needs presumably met by additional childbearing: the needs for affection, response, intellectual stimulation, for a sense of continuity, for the approval of one's peers, for security in old age, for example. In the one instance, in short, people would <u>not dare</u> to have additional children; in the other; they would <u>not need</u> to.[24] My preference obviously lies with the latter. But any continuation of population increase will simply make the realization of these conditions all the more difficult.

Therein lies a problem: Continued population increase makes more difficult the attainment of those conditions of life that would presumably remove the stimulus to excessive childbearing. The consequence is a cessation of population increase in response, instead, to conditions that make childbearing appear a more hazardous undertaking. But what appears undesirable to one generation may be defined as but a fact of life by the next and play, for that reason, a lesser role in the determination of human behavior. Moreover, the ability of unpleasant conditions to limit childbearing must surely be only temporary, not only because these conditions become accepted as "facts of life," but also because the absence of alternative sources of satisfaction can induce people to retreat to family and childbearing, to multiply the personal ties of kinship, for remission and protection from a hostile environment.[25]

Ultimately, then, the choice of means to maintain natality at replacement levels would appear to be between, on the one hand, the provision of ample opportunity for the satisfaction of human needs in ways not conducive to additional childbearing and, on the other hand, coercion. If we are to avoid coercion, the time is now upon us to initiate those institutional changes that will make the resort to such an option unnecessary.

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Draft for discussion only.

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SOME COMMENTS ON THE EFFECTS OF THE POPULATION PROBLEM ON BUSINESS

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In the last several years the United States has experienced a growth in population, in national income, in the material standard of living, not comparable to any other period in its history. We have paid for those increases with likewise incomparable increases in crime, in pollution, and in disruption. Since the Second World War, the population of the United States has been increasing by more than a quarter every ten years--a far greater rate than in other highly developed countries of the world, but still more slowly than the increase in the crime rate, more slowly than the increase in the amount of wastes that must be disposed of.

Having determined during these conferences that there is indeed a population problem, we can turn our attention to other questions. First, is it possible for our technology to cope with the increases? If the technology can provide for the requirements of a burgeoning population, how will the community, and in particular, the business community, be affected by applying ourselves to those problems? If the society were to be better off if the population were to stop growing so rapidly, will it be at my expense? Or will

I, personally, and my family benefit just as much. These are the questions that I propose to answer for you today.

The analogy is often drawn to the almost tragic apollo flight. There was a self-contained body in outer space that had a fixed amount of life-giving materials aboard. There could have been a relief flight from the earth, to take them the necessary water and the like, but it would have been foolhardy for the crew to count on such a deliverance. One of the crew could have taken over the space craft's resources for himself to the exclusion of the others, but the crew comprised men of higher stature.

The situation on the earth, the analogy continues, is not unlike that lonely space ship. We are in the middle of outer space with a fixed amount of resources, and no one has discovered how to extend our pleasures beyond the final consumption of those resources. Clearly, each of us has basic needs and desires and resources will be used, but it seems reasonable to say that if we don't want the earth to run out of bounty in the middle of our children's lifetimes, then we ought to minimize the number of people who will be using up the earth in competition with each other. Perhaps our technology could bail us out of our distressed ship, but we have no guarantee, and until we see someone bring the pails aboard, fewer people on the ship will make it sink more slowly.

Furthermore, it seems clear from the examples that we have at hand that the services that large populations require are much more costly beyond a cretain limit. Police forces, schools, water and sewage systems, streets and sidewalks, a larger government bureaucracy all must be provided at an extremely high cost per capita

to an excessively large population. Why must we direct our technology towards solving the problems that large populations bring with them? Why not use our resources to make life better for a smaller number of people. In other words, why make problems for ourselves?

What is the cost of this application of our talents to solving the problems of large populations? How much of our productivity has had to be diverted because of a growing population? What would our average per capita income be if we did not have to divide it among so many people?

In our society, who is it that produces our output? The people who fall in the group bounded approximately by the ages of 16 years to 65 years are the most productive members of our culture. People outside that age group are generally dependent upon the productive portion. And in the center of that productive class lies the greatest coincidence of experience, talent, and incentive. Let us analyze what would happen if the birth rate were to drop somewhat and remain at that lower level. Immediately, of course, there would be no change in output. And as those children grew to the age of five years, the labor force would be exactly the same as if there had been no change in birth rate or if thirty million had been born in each of those five years. Hence, output would not be affected by the change. But we will have experienced a windfall. There are fewer dependents for whom the working force must provide. Therefore, everyone--on the average--is richer. What will the situation be like after fifteen years of reduced birth rate? Still the labor force will not have felt the reduction, and our windfall will have an even greater impact upon our welfare.

If both the population and the national income continue to grow at the current rates, then in 1985--fifteen years from now--the average per capita income will have grown by about 25%. If, however, the population were to maintain itself at the present level and not increase, then average per capita income would increase by about 125%. That is, if Americans had only enough children to keep the population stable, then average per capita income in 1985 would be almost double what it would be if population continued to grow as it grows today. By maintaining our present rate of population growth we would, in essence, throw away 80% of our gross national product just to maintain a lot of extra people at the present level of per capita income.

Another comparison seems in order. During the period from 1950 to 1960, the gross domestic product of the United States increased by 29%, according to the record keepers of the United Nations. During that same period the gross domestic product of the United Kingdom increased by only 24%. But because of a smaller rate of natural increase, the per capita figures in Great Britain were increased by almost double the increase in the United States. The statistics are similar for several other highly developed countries.

In East Germany, where the natural rate of increase was negative in the 1960's, the country was able to maintain the same per capita income growth rate as the United States by increasing output only two-thirds as much as the United States needed to increase output. If their economy had been geared to higher production, as in the United States, the conclusion is likewise obvious.

The United States is trying to run a winner's race in the economic olympics while standing on its shoelaces.

Returning for a moment to our hypothetical decrease in population growth in the United States, we soon find that there are fewer children in the schools. As a result, the schools can provide a better education for each child. There would be no need to decrease the amount spent on education. Because there are fewer children in each family, parents will be able, on the average, to devote more time to bringing up their children. Because cities are less crowded, there will be fewer of the aberrations that result from the tensions related to urban population density. Altogether, the children will grow up in a situation that is probably preferable to today's situation.

A better-educated, healthier child becomes a more productive, better-adjusted member of society. Therefore, twenty years after the initial drop in the birth rate, when the smaller yearly waves hit the labor force, the sheer numerical size of the force will be smaller, but because of their positively advantaged childhoods, they will be capable of much more than their counterparts ten or fifteen years earlier. After a couple of generations, there is reason to believe that the ratio between the labor force and their dependents would be back to what it is right now. Income per capita could not be less than it is right now--likely it would be much greater because of our advantage in the intermediate years. And the added attraction is that our children and grandchildren will be using less of the world's resources because there will be fewer people to use them. That, of course, moves the world's expiration date quite a bit further back.

Overcrowding can be a primary cause of belligerence on the part of nations. The French under Napoleon, the English under the monarchs from Elizabeth through Victoria, the Germans under Bismarck and Hitler, the Japanese under Hirohito, the Americans under the administrations that encouraged expansion at the expense of the Indians--and who knows what other countries--have gone on quests for the land and labor resources of others. Probably very many of us here today have our ancestry in one of those nationalities, so we know it is not an intrinsic trait in any one of them to conquer others. But overcrowding has unfortunate effects.

As a country like Germany became overcrowede, the Germans, who were learning the pleasures of a consumption economy, began to feel the effects of a large population. A horrible inflation pushed a normally very reasoned people over the brink. Germany had an advanced manufacturing economy, but it could not keep up with the demand. The inflation nearly destroyed an entire culture.

There is no reason to suppose that the United States would succumb to the same fate, but think of the frustration of a severe inflation. As it is, Americans use more resources per capita than any other people. We consume about 50% of the total yearly product of the world whild we are only about 6% of the world's population. There isn't much we can do about such a voracious appetite for commodities, but it is the sort of situation that has strong inflationary tendencies. And a large population implies a large aggregate appetite.

Furthermore, just as that astronaut could not politically have taken over the resources of the spaceship for his own use, neither is it diplomatic for an ever increasing population in the highly developed world to usurp the productivity of the earth for themselves.

What will I pay, as a businessman, either in direct costs or loss of business, to have a decrease in the rate of population growth? How will I benefit? How will my family benefit? Our offsprings and their families will surely begin to see the benefits in less crowded roads and cities, in a higher income as described earlier, and--most important--in less of a likelihood that payment in full will be demanded on our mortgage on the future. But would we, here, pay for high population growth, or would we benefit from controlled population size? A hundred years ago one might have said that any such change could not possibly have an important impact on one's own life. But today we see the results of overpopulation all around us--symptoms that would be attenuated if the situation were altered. The democratic process is beginning to break down, not because of intransigence on the part of this group or that, not because of a malicious foe, but because it is simply difficult to get along with each other as it gets more crowded. We are suffering from high crime rates. Partly as a result, we are suffering from high insurance rates. We are suffering from smog and pollution of our habitat. Partly as a result we are running out of room to dump garbage, and disposal rates for many things are rising. Partly because our population has risen so rapidly in the past, we shall have to pay dearly as consumers demand cleaner manufacturing methods today. We are suffering from

overcrowded roads and the attendant dangers. We are suffering from overcrowded beaches and resorts as people try frantically to get away from other people and instead they end up elbow to elbow with them. We are suffering from unresponsive government. And partly as a result, we are paying excessive amounts of money to keep it operative in its very inefficient state. If there were fewer people there would be less of each of these problems. If the population at least does not increase, then the problems will not grow cancerous.

What happens to the labor and commodities markets when the population does not grow? For the first few years after an initial drop in the birth rate, the consuming public has essentially constant characteristics. As the society becomes richer and richer as a result of the issues discussed earlier, then less will have to be spent on the necessities of life--the producers of which can barely keep up with demand at present--and more will be spent on travel, televisions, sports, books, good government, and services. As youngsters grow up out of their privideged state, in which they will have better education and backgrounds, they will be far more productive than their parents were. Being more productive, they will of course demand a higher wage and be able to use that higher income on consumption goods. The labor market will not be as extensive, but each member of the labor force will have superior training, and will be able to make a superior contribution. Yes, they will command higher wages, but it is certainly worthwhile to pay more to get more.

We could postpone thinking about the population crisis, but even a child knows that if he has a chocolate soda, he does not try to find as many people as possible with whom to share it. When the chocolate soda is gone and there are only bubbles left at the bottom of the glass, we can pull and pull on the straw and still not get anything to drink.

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*I am indebted to Ed Jacobson for many of the ideas contained in this paper.

Draft for discussion only.

Carolina Population Center
University of North Carolina at Chapel Hill
International Conference on Population Priorities and Options
for Commerce and Industry, 1970-2000
October 1970

ENERGY AND ENVIRONMENT

Earl Cook
Texas A&M University

Summary of remarks to be made at University of North Carolina on October 22, 1970:

Over the next 20 years fossil fuels will be our main source of energy for the generation of electricity and the propulsion of self-powered vehicles. It is in extraction from the ground, processing, transport, and burning of these fuels that we impact our environment most strongly. Two-thirds of the air pollution in the United States is due directly to the burning of fossil fuels, mainly gasoline and coal; this air pollution is concentrated in urban areas, about 20 percent of our national area.

The use of fossil fuels for electric-power production will double over the next twenty years; energy consumed by internal-combustion engines may triple over the same period. During the same period, rapid urbanization will continue, so that by 1990 perhaps 80 percent of our people will live in 15 percent of our national area. Collision between power demand and environmental quality in the urban area is inevitable.

More rigorous environmental-quality standards are already exacerbating fuel shortages and increasing power costs. Natural gas is in short supply to meet a demand augmented because of its "cleanness" as a fuel; Canadian imports are increasing and cryogenic tankers are being built for importing liquefied natural gas. Low-sulfur residual fuel oil is in great demand, and desulfurizing facilities are under construction or just completed in Venezuela, the Netherlands Antilles, and the Bahamas. Provision of cooling towers to reduce thermal pollution, installation of flyash precipitators in exhaust stacks, and improved waste-management systems are adding to power costs. New air-quality standards are forcing adoption of modified fuel and pollution-abatement designs for automotive engines.

In the long term, power demand, fuel availability, and environmental protection will be the major elements in local as well as national energy decisions. Total energy demand is increasing at a rate of 5 percent per year; electric-power demand at a rate of 9 percent per year. Natural gas and petroleum can be relied upon as major energy sources for only a few decades at most. With present reactor technology, uranium reserves will last no longer than natural gas. Coal reserves are ample

for hundreds of years, but means must be found for removing sulfur from most U.S. coal before it will be suitable for burning; large-scale conversion of coal to desulfurized gas at or near the mines appears feasible by the late 1970s. Domestic petroleum reserves, like gas, offer only a few decades of use as fuel; world petroleum reserves are much greater, but problems of assured accessibility and cost loom large; in addition, after about 1990, decreased total effectiveness of exhaust-emission standards for gasoline-powered vehicles may force large-scale banning of such vehicles from urban areas or substitution of a radically different type of motive power.

Geothermal and tidal power are too small to furnish much future energy. Solar energy is enormous but too diffuse to be collected for large-scale practical use.

Breeder reactors (catalytic burners) offer the best hope for major amelioration of the energy crisis, because by complete utilization of uranium and thorium they will at one stroke enlarge energy-resource reserves hundreds of times. It is hoped that such reactors will be available for commercial use by 1985, but if they are not, fossil fuels (probably gas manufactured from coal and oil shale) will have to carry the burden of electric-power production for many years.

Environmental protection will be costly. It has been estimated that total environmental protection would double the present cost of electric power. Because of unwillingness of the citizen to pay all the cost of protection directly, the cost will probably be paid partly in increased power charges, partly in acceptance of some level of environmental quality below the pristine, and partly in a slightly decreased rate of increase of power consumption. By the year 2000, the major environmental problems with stationary power plants will be radioactive and thermal waste management. With mobile power plants, it probably will still be air pollution caused by combustion products.

The South is far from homogeneous in the energy picture. The Southwest or South Central Region of the FPC is a region with an ample power-generating reserve, with large production and reserves of natural gas, much of which is exported from the region, and of petroleum, most of which is exported. The Southeast, in contrast, is a region with a marginal power-generating reserve, with limited energy resources, which has to import coal from the north, natural gas from the west, and residual fuel oil from the south. The power economy of the southwest is based on natural gas, that of the southeast on coal. Because of anticipated cost and environmental problems, the Southeast is more eager to adopt nuclear

power generation than is the Southwest. Both are areas of rapid urbanization and industrialization. The Southwest has a present advantage in being able to fuel its own industrialization without great environmental costs, as well as to export both fuel and power for profit. This advantage will diminish with the depletion of gas reserves, the growth of nuclear power, and the large-scale generation of gas from coal.

Both parts of the South share a long coastline toward which population and industry are moving. They share a paternalistic, business-oriented tradition and a relatively low profile of environmental concern. It should be possible, because of its decision structure, the available resources, and its stage of development, for the South to avoid some of the energy and environmental problems of the North.

Suggested Questions for Discussion

Q. Freeman of OST has suggested regressive pricing to control power demand; should utility rate structures be changed to penalize big users?

Q. In November 1969, Fortune magazine described utility executives as "generally unimaginative men, grown complacent on private monopoly and regulated profits." Is this charge valid? Fortune says management is at fault, not environmentalists, for present power crisis.

Q. What should be the roles of industry and government in Research and Development on resource development, power-production technology, and pollution-abatement techniques?

Q. Should gasoline-powered automobiles be banned from cities if emission-control devices and modified fuels do not reduce air pollution to desirable levels?

Q. FPC Chairman Nassikas charges that the gas industry is lagging far behind the necessary research and development level in discovery and fuel-conversion technology and suggests large capital commitments to fund research and development. Is this justified by the private sector in light of dwindling reserves and government "competition" in nuclear research?

Q. Should big oil companies be allowed to own or control large coal reserves? Is a concentration of economic power over energy reserves unwise?

Q. Should industry be protected against application of new pollution standards to existing, operating plants? If so, how? By variances? By subsidies for control equipment?

Q. What are the difficulties encountered in passing the costs of environmental control on to the direct beneficiaries? What was Vepco's recent rate increase so bitterly opposed, as Forbes Magazine reports?

Q. What are the major components of recent increases in the cost of producing electric power?

Draft for discussion only.

Carolina Population Center
University of North Carolina at Chapel Hill
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October 1970

POPULATION GROWTH WITH BUSINESS PROFITS

by Stephen Enke*

Introduction

A question being increasingly asked is whether a significant reduction in the rate of population growth would somehow be "bad for business". This recent worry on the part of a few businessmen is probably due to the currently popular discussion of Zero Population Growth. These businessmen very naturally wonder whether "business" generally, and especially their own businesses, would not suffer shrinking sales and profits as a result.

The following analysis should indicate that as men engaged in business they have little if anything to worry about on the score of profits and much that is good to expect on other grounds.

The main reasons why this is so can be quickly summarized. A faster or slower rate of population growth has relatively little impact on GNP, and a slower rate of increase in population means a more rapid increase in output and income per head of population. Second, while changes in population growth rates will alter the relative demand for the products of different industries, these changes will come so slowly that there will ordinarily be ample time for labor and capital to transfer from more slowly to more rapidly expanding industries. Third, an individual firm's profits are less sensitive to realistic variations in population growth than they are to its distribution between down-town,

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suburbia, and exurbia, and among the counties and States. Fourth, profits are far less sensitive to population changes than they are to changes in technology, for ours is a dynamic economy. Fifth, if a particular firm makes a poor profit showing around the year 2000, its managers should not blame declining fertility, but rather their own decisions on new product lines, location of plants, investments, etc.

What Demographically is Really Involved?

At the outset several demographic "facts of life" need stressing.

What is involved are birth rates, not death rates. Not even the most enthusiastic proponent of Zero Population Growth (ZPG) is advocating a reduction in public health expenditures so that infant mortality rates will rise. The question is whether it is desirable for fertility rates to fall, and if so by how much?

Whether the population of any country grows or stabilizes is a function not only of age specific fertility rates but of the age distribution of its female population. Nations with high fertility rates have young age distributions that in turn contribute to many births. Accordingly , even if fertility rates were to decline to a level at which girl infants would be expected to reproduce themselves, it could take the better part of a century for the age distribution to "age" to a degree that births would not exceed deaths.

Many projections have been made for the US, by the Census, by population research groups, and even by TEMPO. Consider for example two contrasting assumptions about falls in the Gross Reproduction Rate. (The GRR is roughly the number of live girl babies a typical woman has had by menopause.) If this were to fall from today's GRR of 1.441 to 1.014 in the next 5 years, which is unrealistic, the US population would not stabilize until AD 2050 at a population of 293 million. Alternatively, if the GRR took 30 years from today to fall from 1.441 to 1.014, the population would not stabilize until AD 2050 at a 344 million population.

Slowing the growth of an increasing population until it stabilizes at zero growth takes a long time. This is because the age distribution must adjust to fertility and mortality rates for each age cohort. During this wait of almost a century, the population continues to grow, ever more slowly.

Many of us will not be alive to experience more than another 30 years of US population growth. By AD 2000, under the not unreasonable assumption that it takes this long for the net reproduction rate to fall to unity, the population could be 279 million. With no decline in fertility – probably not realistic – it would be 308 million. At the other extreme, assuming unrealistically a net reproduction rate of unity by 1975, the AD 2000 population of the US would be about 257 million.

We would have to live another 80 years to AD 2050 for TEMPO's unrealistic extreme cases of high and low fertility to give us a factor of two ratio in projected population size.

Realistically, the choice for AD 2000 is probably between 270 and 290 million. Even if business profits were notably sensitive to population size and growth, which the following analysis indicates is not the case, the population 30 years ahead is now predictable within about 10% if only because most of it is alive today. Businessmen need not worry that their markets will suddenly stop growing.

What is "Business?"

It is impossible to discuss what is good or bad for "business" without deciding what "business" is. Each different component element of business may be affected differently by zero population growth. Are we considering business managers, business investors, business employees, or what?

Managers, who are managers only and not investors in the same firm, are simply employees. It may be that their pay is part in salary and part in bonuses related to profits, but the fact remains that they

constitute a special pocket of the labor market, and indirectly their compensations as managers are effected over several decades by the competition of all those who earn their living by providing professional services. During 30 years or so the rewards of managers who are only employees is related to the rewards that of lawyers, doctors, engineers, etc.

Investors in business are another matter, including not only businessmen but legal entities such as universities, and even widows and orphans. A slower population growth may result in less than a one-tenth lower average rate of return on all investment, whether bonds, stocks, or direct investment. But total savings and investment per head of population would be larger. And so it might be expected that the income from investments per capitalist would be higher with a slower population growth.

Employees of business, including professionally trained, technically skilled, and unskilled workers, are yet another part of interest. A slower population growth will tend slightly to raise all personal service compensation above what it would be with a faster population increase. This, together with a lower return on investment will favor investing in the education and health of people as against investing in plant and equipment for instance.

If we consider only business managers and business investors, ignoring business employees, it is probably safe to say that a significant slowing of population growth would very modestly advantage the managers relatively as compared with investors. In those cases where the same man or woman is manager and investor there are obvious offsets. Where the investor is not a manager, his income may have increased relatively less than managers, but still be higher absolutely than with a faster population growth.

Businessmen's Usual Worry

Why is it that a few businessmen are concerned that a decline in fertility, and an associated slowing of population growth, would be bad for their business?

The "reasoning" is probably as follows.

Almost every business manager or owner knows from experience that more customers ordinarily mean more sales. And more sales ordinarily mean more profits if output can be increased with existing facilities. Also, it is usually assumed that more population in the firm's own market area means more customers, able to buy.

This is a fairly short term analysis on a year to year basis. But it may be quite invalid over even one decade. This is because it overlooks, (1) the extra investment and costs of making more output and sales, (2) the possibility if not probability that a larger market will attract rival firms into it, and (3) the danger that a generally growing population may not mean more buying customers for any specific firm.

(1) Extra sales are usually profitable if there are only extra prime costs for extra material and labor. But a sustained growth in sales often requires additional investment in equipment and facilities. Expert business judgement is needed to avoid making a too large and less profitable expansion in capacity.

(2) Ease of entry of new and rival firms is always a threat to profits of an existing firm. The question here is whether entry of rivals is inhibited by the existing firm's brand names, special client relations, location, patents and copyrights, or other significant aspects of "monopoly" in competition. Only if each existing firm "owned" a constant fraction of a particular market would a growing population ordinarily mean more customers and perhaps more profits.

(3) More population does not necessarily mean more customers for a particular firm. There is too much competition through new technological innovations, changes in fashion or style, advertising of rivals,

altered customers needs, etc. Any business owner who passively waited for a growing population to yield more profits could soon find himself out of business because of more energetic competitors.

The geographic distribution of population often means more for profits than how many people are living in the United States. Montana utility companies are not benefiting notably from current US population growth. Nor are the down-town stores throughout America for whom US population growth means that more former customers have moved away to surburbia.

The American economy is ever changing and extraordinarily dynamic. A growing motoring population did not prevent most of the early automobile manufacturers from being taken over or failing outright. The growing entertainment business did not mean extra profits for movie theater owners. The growing need for motor freeways have terminated the existence of many retail businesses. Whether most of today's businesses have flourished or failed by AD 2000 will not depend on whether the national population was 10 million more or less than now expected but upon whether these firm's managers more often made the right or wrong decisions during preceding decades. Growth and change are profitable for some firms but almost fatal for others.

The Surrounding Economy

The general state of the national economy, and more especially the value of GNP relative to number of people to share it, strongly influences general business profits. This is because it also influences the earnings of employees and investors. A higher national output and income per head of national population is likely to mean more income and consumption for all typical factory workers, office employees, investors, landowners, managers, and businessmen.

How do lower or higher fertility rates affect income per capita?

More children mean more available labor force 20 years or so later. But more available labor force does not mean proportionately more employed labor unless the capital to worker ratio can be more than sustained. Increasing GNP per capita is partly a matter of saving and investing more capital per worker, so that unemployment is reduced and each employee can be more productive.

It is also advantageous if a larger rather than a smaller fraction of the population is of working age. Lower fertility rates after several decades mean that a smaller percentage of the population will be dependent children. This is one of the main benefits accruing from declining fertility rates.

The US along with many other countries is experiencing a continuous improvement in technology. Although it cannot be estimated precisely, it appears that the same stock of employed capital and labor would typically produce at least 2 percent more, compounded each year, because of "state of art" advances. One way that a nation can increase its GNP per head is to slow its population growth so that technology and capital accumulation can advance and grow still further "ahead" of its growing population.

All of these ideas can be incorporated into a demographic-economic model used with a computer to make rather detailed projections into the future. TEMPO has pioneered in making such projections. Table 1 gives the results of three contrasting fertility assumptions for the year AD 2000.

The reason that a low AD 2000 population does not mean a proportionately low GNP is that there is then a higher ratio of work-age to non-work-age population. The resultant higher output and income per head have generated more savings per head. Hence the total stock of capital is almost the same regardless of fertility and absolute population size. More capital per worker means more output per worker. This is reflected in the higher annual earnings of a typical worker.

In AD 2000 the rate of return on capital is lower (15.8 percent) with rapidly declining fertility than it is with no such decline (16.5 percent). The total dollar value of GNP going to capitalists in the former case is 96 percent of what it is in the latter. However, if the ratio of capitalists to non-capitalists in the nation is the same, in the former case there are only 84 percent as many, and each should typically be getting 15 percent more from his investments.

Perhaps more significant than differences in GNP per head are differences in the GNP mix that may result. The products of some industries are more income-elastic than other. Higher family incomes mean relatively fewer shoes and shirts and relatively more entertainment and tourism for example.

It does not follow however, that those who own shoe factories should be opposed to reducing fertility while those that profit from tourism should favor it. The amazing mobility of labor and capital in America should prevent involuntary unemployment. Over a 30 to 50 year period, ordinary attrition of labor and capital is enough to adjust to even a 25 percent decline in use, without occasioning skilled labor unemployment or unused equipment and facilities.

Nor does it follow that landowners would suffer an unfair loss because of declining fertility. The value of a representative acre of land in 1970, computed by discounting its future rents for 30 years, will be 99 percent as large with low fertility as with high fertility. No real estate owner can estimate present capital values within several percent.

Nor does it follow that business men should favor high fertility as a means of avoiding "tight" labor markets. The "price" of a "loose" labor market gained this way is a lower per capita income. Few businessmen want their customers to be poorer.

Table 1. Economic Projections in 2000 AD

	Case I[a]	Case II[b]	Case III[c]
GNP ($ ~~billions~~ trillions)	2.67	2.63	2.55
Population (millions)	307	279	257
GNP/Head (dollars)	8,692	9,446	9,896
Labor Force(millions	124	120	113
Capital Stock ($ trillions)	4.86	4.83	4.83
Capital/Worker ($ thousands)	40.7	41.6	43.7
Children/Worker	.72	.56	.51
Annual Labor Earnings (dollars)	13,400	13,500	13,800
Return on Capital (percent)	16.5	16.3	15.8

Notes:

[a]No decline in birthrates.

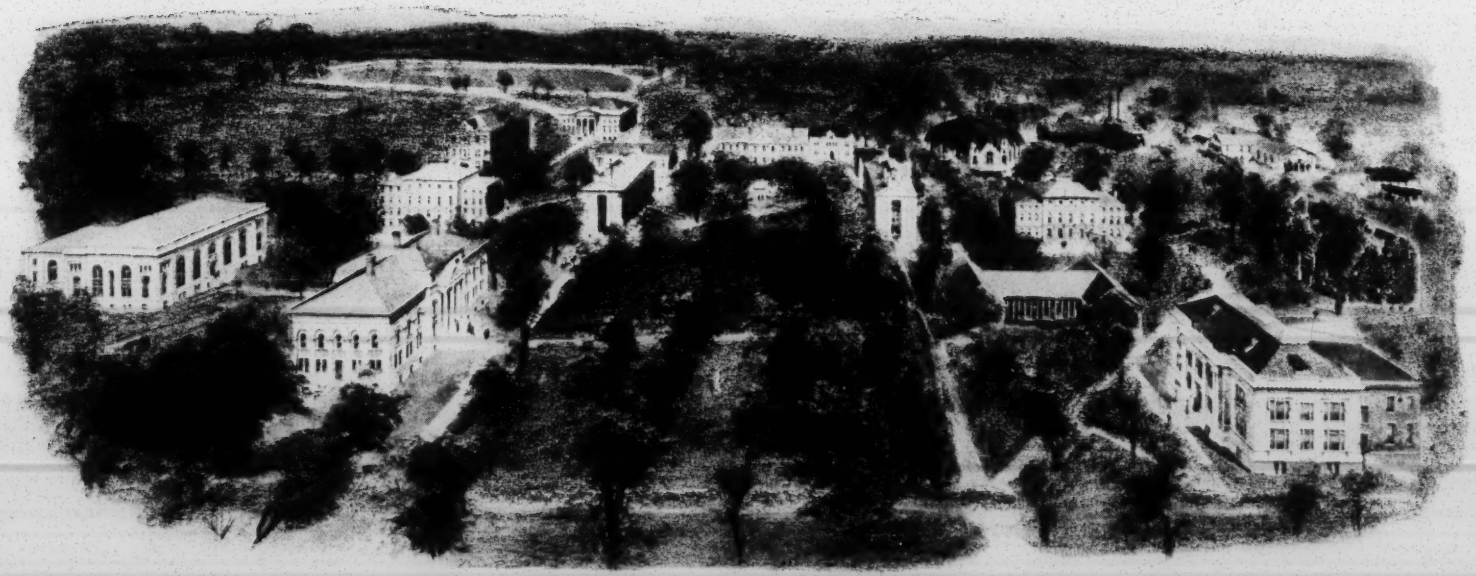
[b]Birthrates decline to a unit net reproduction rate by the year 2000.

[c]Birthrates decline to a unit net reproduction rate by the year 1975.

Source: TEMPO Economic-Demographic Model.

Perhaps most striking about the three alternative GNP projections for AD 2000 depending on fertility, is that in every case GNP is over 3 times that of today. However, the relative difference among the three AD 2000 projections of GNP is only about 5 percent. The real question is how best to exploit the fuller life that capital accumulation and technology will provide, not necessarily in an ever-greater outpouring of goods, but hopefully in more cultivated leisure besides.

Finally, changes in fertility and associated growth rates will affect everyone in several ways, so that analytically it is invalid to assume that what is good or bad for business provides the sole criterion for deciding whether reduced fertility is desirable. The very concept of a "businessman" cannot be used sensibly in such a discussion. If we redefine a "businessman" as a "man in business" we are immediately reminded that as a man he is also a commuter, taxpayer, vacationeer, homeowner, and parent, and in each of these roles he might want fewer rather than more extra millions of people in this country during the next several decades. The very reason a businessman is a man in business is ordinarily to support the family he is raising. What does it count for a man if the larger future population that <u>might</u> slightly increase his firm's profits also made life less worth living for his children?



UNIVERSITY OF NORTH CAROLINA 1907

General Information

Location: Central North Carolina, 500 ft. above sea level on U. S. Highway 15-501, N. C. Highways 54, 86, 87. Eleven miles south of Interstate No. 85.

Climate: Average winter temp. 48.5 degrees, average summer temp. 71.7 degrees, average mean temp. 60.2 degrees F., average annual rainfall 47," average snowfall 10".

Transportation: Through Raleigh, N. C. (30 miles distant) by Seaboard Airline Railroad. Chapel Hill has its own airport with 5000-foot runways. The Raleigh-Durham Airport is 16 miles away. Carolina Trailways and Queen City Buslines service the town with a modern up-to-date bus terminal.

Population: 1960 census – 12,573, 1970 estimated– 25,311 (plus more than 16,000 UNC students); radius of 3 miles – over 46,000.

Government: Town is governed by mayor and board of aldermen; assessed evaluation over $77 million; city tax rate $1.26 per $100.00; county tax rate $1.16 per $100.00; both based on 70% appraised value.

Entertainment: Morehead Planetarium, Playmaker Dramatic Productions, Lectures, Dances, Country Club, Two Golf Courses, Five TV Channels, UNC Athletic Events, WCHL Radio, Two Modern Movie Houses, Ackland Art Museum.

Restaurants: A mecca for good food. The Pines, Ranch House and Carolina Inn are best known, but there are over two dozen outstanding eating places featuring every type of food reasonably priced.

Business: Typical of most college towns. Many state offices located here. Excellent shopping facilities for all types of food and clothing.

Medical: UNC Medical School, 405-bed hospital, 100-bed psychiatry unit, 100-bed chest disease hospital, UNC Dental School and Clinic, U. S. Department of Public Health, Private Physicians and Dentists, Pharmacy School, School of Public Health, and School of Nursing.

Churches: Beautiful churches of all faiths bid you welcome.

Civic Clubs: There are more than 60 Civic Clubs and Fraternal Organizations.

Schools: New and modern elementary, junior high and high schools. Many private kindergartens, private classes in music, dancing, dramatic arts and painting.

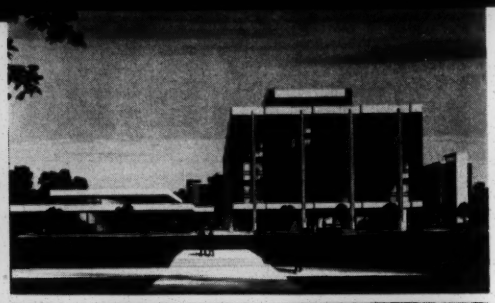
Accommodations: Carolina Inn – University owned hotel at edge of campus, one block from midtown . . . corner Cameron Avenue and Columbia Street, 145 rooms, public cafeteria, dining room, private meeting rooms, Holiday Inn, 15-501E., 100 rooms, pool, Restaurant - By Pass Eastgate. University Motel–Located on N. C. Rt. 54 . . . . 500 yards east of U. S. 15 . . . one mile east of Campus on Raleigh Road . . . 71 air conditioned rooms . . . restaurant and golf course adjoining. Eight other modern motels located within eight miles of Chapel Hill.

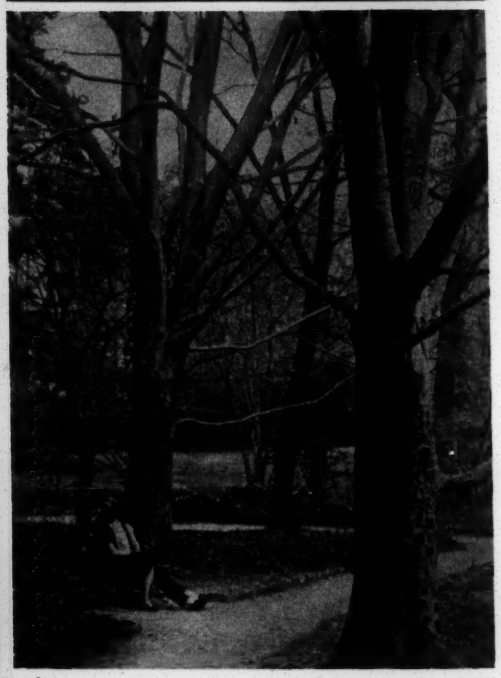
State Taxes: North Carolina retail sales tax of 3 per cent. State income tax ranges from 3 to 7 per cent.

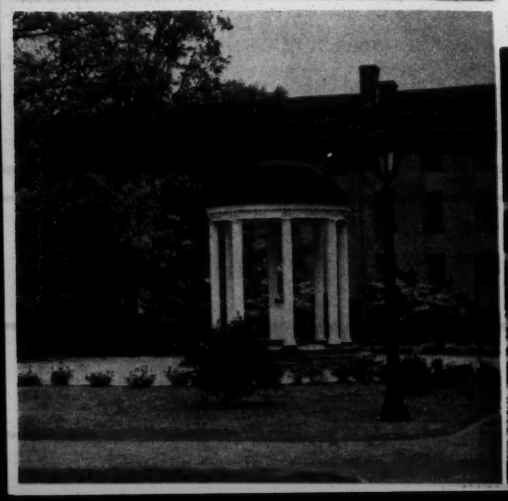
Real Estate: There are more than thirty real estate dealers ready and willing to help you locate in Chapel Hill. They have homes in every price range to rent or sell. There are also many beautiful building sites available.

For further information on anything concerning Chapel Hill write to the Chapel Hill–Carrboro Chamber of Commerce.

If you like living--you'll love Chapel Hill







. . . THE SOUTHERN P

Regardless of what you might have heard about Chapel Hill, not everyone who makes his home here considers it to be a perfect place in which to live. Only about ninety-nine per cent of the present population do. This, we must hasten to add, is a mighty high average when you start comparing it with the feelings of persons who live in other towns and cities in this great land of ours.

There are some old-timers here who still like to call Chapel Hill a village. We don't blame them one whit, but we must remind them that the Chapel Hill of today has much of a "village quality," but in reality it is a thriving and growing community.

Here is located a great university, steeped in southern tradition and culture. Here you find small town living and cosmopolitan thinking. There are world famous persons who live in our surroundings as small-town folks. A celebrity in our midst does not create the usual excitement for we have many celebrities who live here, and we have come to realize that they are human beings just like the rest of us. And their problems are just as many and varied as our own.

Spend a month in our midst and we believe that you will find out that Chapel Hill is a way of life just a little different from that which you have found elsewhere. We believe that you will discover that here is a community where a man is judged for what he stands for and not what he owns. Wealth is an asset, but it does not buy a social standing. Intellectual thinking, along with an honest concern for the well being of your fellowman, is the greatest asset you can have.

The heart of the community is the University of North Carolina. Since it first opened its doors on October 12, 1793, the university has become one of the nation's outstanding centers of higher education. There are over 13,000 students enrolled, and they are taught by over a thousand professors and instructors. The cultural life of the area centers around the Univers featuring some of the most o public life, are open to one a townspeople have separate conc the noted poet, Robert Frost, and his speeches are enjoyed by

The community includes the Carrboro, the university student modious suburban developmen of the area, when the universit of 40,000.

The merchants of Chapel H a modern and efficient manner purchase all of your needs at rea chandise is modern and up-to-d clothing stores are comparable towns many times the size of C

For leisurely living for a day finer place than the Carolina Inn the university, the Inn has over bath. A cafeteria and dining southern food, is available. The parties. Everything that you r away from home is found ther very high type motor courts in

Chapel Hill has a pleasant, an average rainfall of slightly Flowers and foliage are in abund due to the rainfall and an avera days. The average year-round t with an average in January of 4 grees. There are usually one or and one big snow every five or you to really enjoy without w quences.

Getting back to the Univers

Starting at the upper left and looking counter-clockwise you see (1) University Square—newly developed plaza in old Chapel Hill High School site, featuring Central Carolina Bank and Trust, Northwestern Mutual Building, and two Granville Towers Buildings. Entire venture sponsored by Northwestern Mutual Insurance Company; (2) Coker Arboretum—Beautiful botanical garden in the midst of the University of North Carolina Campus. It affords an opportunity to students and townsmen alike to escape the pressures of life and enjoy the sheer tranquility of nature; (3) Old East Dorm—Cornerstone was laid in 1793, making this the oldest building the country. In 1966, Old East was reason; (4) The Old Well, historic Campus; (5) The Division of Health 405 bed hospital; (6) Kenan Stadium as many as 49,000 persons; (7) Morel the old and the new, the Morehead Pl kind in the world. All of our astro navigation here. A gift to the Univer

ART OF HEAVEN . . .

ity. Forums and lectures, utstanding personalities in nd all. The students and ert series. For many years has been a regular visitor, old and young alike.

Towns of Chapel Hill and s, and many outlying com- ts. The total population y is in session, is in excess

ill and Carrboro operate in In their stores you can sonable prices. Their mer- ite, and the gift shops and to those you will find in hapel Hill and Carrboro.

, month or year there is no . Owned and operated by 128 rooms, all with private room, serving excellent re are facilities for private night desire in your home e. There are also several re area.

four-seasonal climate, with over 47 inches a year. lance for most of the year ge frost-free period of 217 emperature is 60.2 degrees, 0.7 and in July of 78.6 de- two light snows a winter six years—just enough for orrying about the conse-

ity of North Carolina for a moment we are reminded that here is the cultural center of the state of North Carolina. Over 100 buildings, valued at over $200,000,000.00 comprise the campus.

Much of this money has been spent for a new 405-bed hospital, a four-year medical school, a dental school, the 150-bed Gravely Sanatorium. No city ten times the size of Chapel Hill has better medical facilities or more capable staffs. Many persons have retired recently in Chapel Hill, thanks to the relaxed atmosphere and the availability of excellent medical treatment.

You can come here to spend a week, a day or a month and there will always be something new and interesting for you to see. If you're a camera bug you'll be in paradise. There are more beautiful pictures taken in the area than any place else in North Carolina.

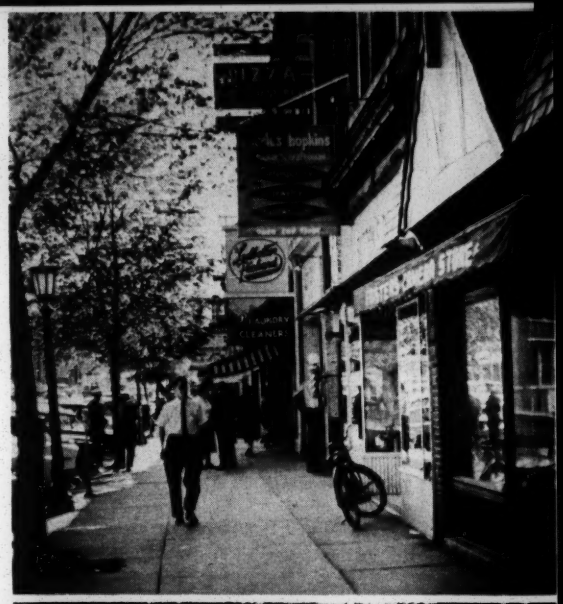
Here are a few of the sights of particular interest to everyone.

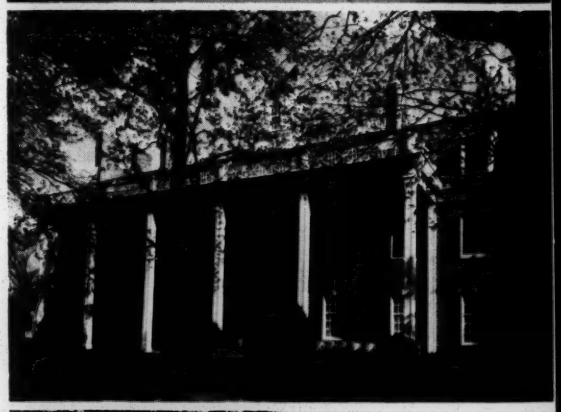
You will certainly want to visit the Morehead Planetarium. Here is located in a beautiful $3,000,000 building, one of the six planetariums in the western hemisphere. There is also an art gallery, and from time to time there are other outstanding exhibits of a variety of things. Industrial-alumnus John M. Morehead, who is also the donor of the Morehead Scholarships, made this valuable contribution to the campus.

The Coker Arboretum is a four-acre botanical garden located on the campus. Flowers and foliage of every type and description are abundant.

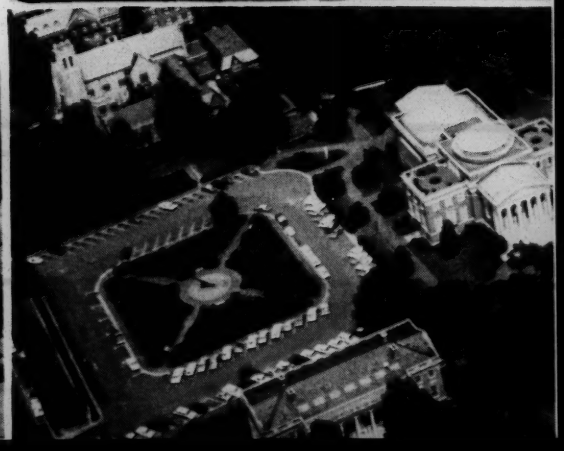
At the Monogram Club, open to the public, there is a fine university owned restaurant and student lounge building. Here you can see the unique "Circus Parade," a wood carving worth driving miles to see.

In Kenan Stadium there is football, in Carmichael Auditorium there is basketball and in Emerson Stadium baseball. There are also intercollegiate contests weekly for almost a dozen other sports.

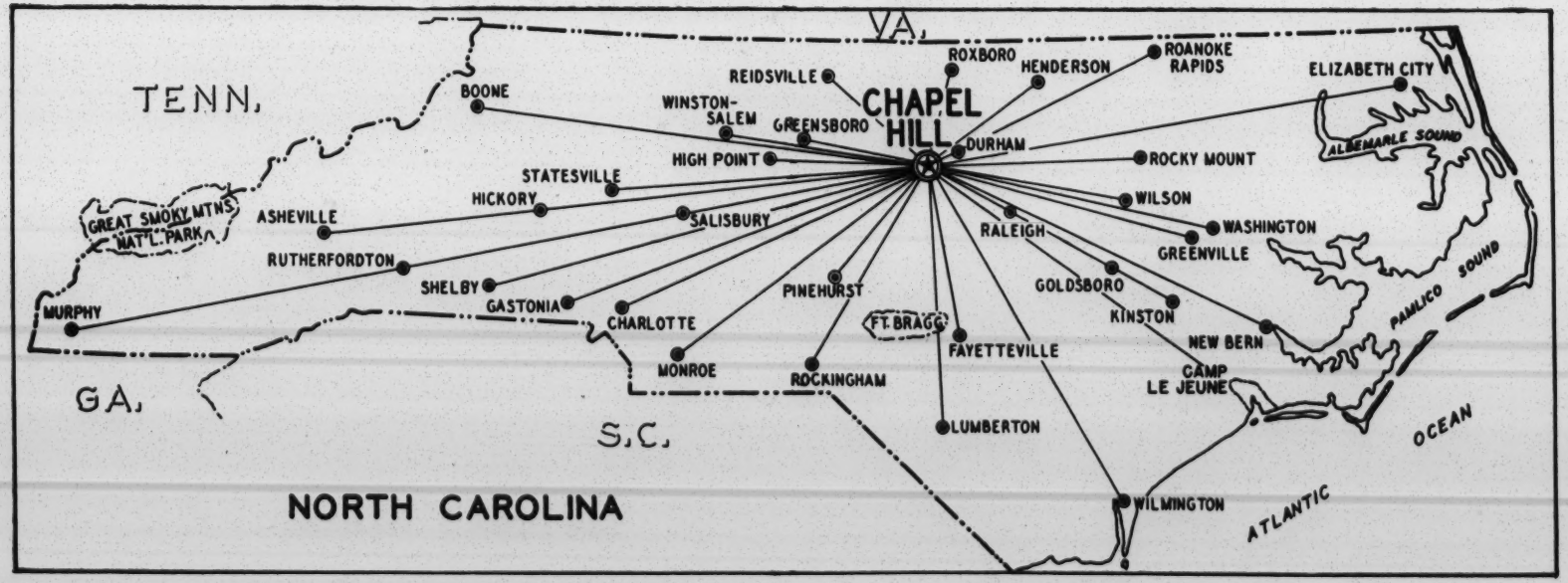


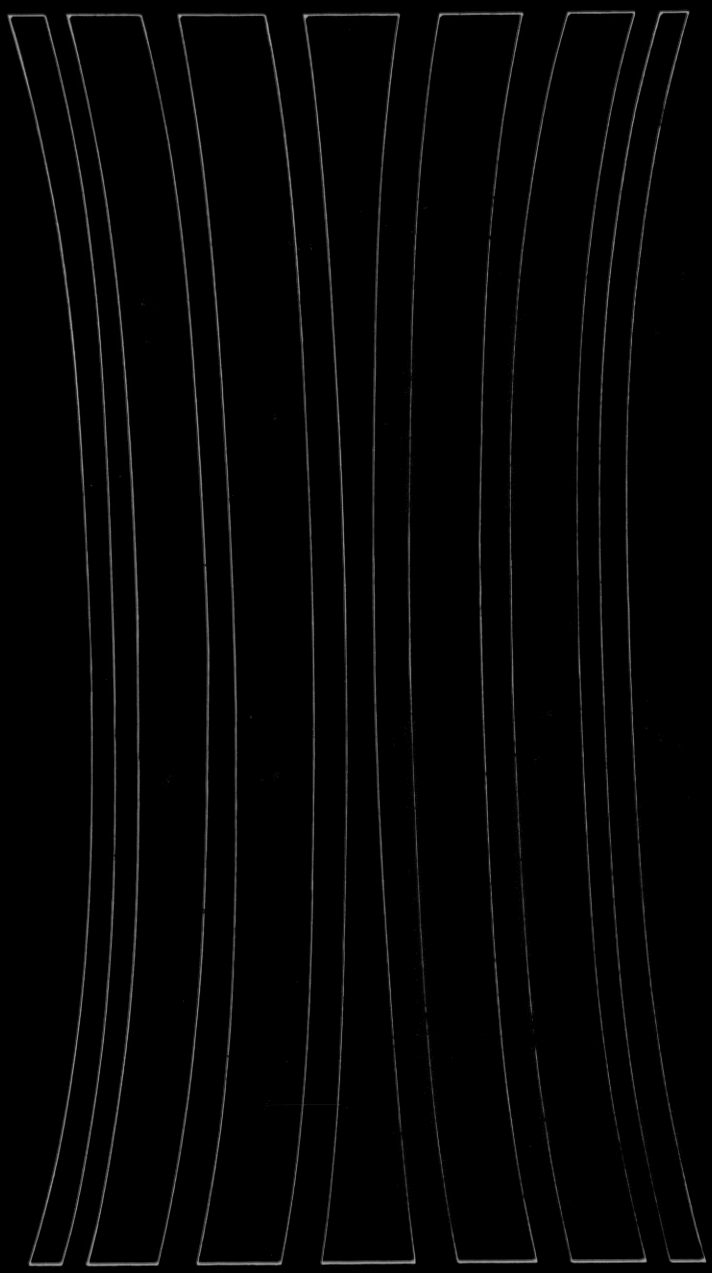


of the oldest state university in made a national shrine for that landmark on the University Affairs which includes a modern where the Tar Heels play before ead Planetarium—A blending of anetarium is the only one of its nauts have taken their celestial sity by John Motley Morehead; (8) A group of happy youngsters receiving expert tennis instruction; (9) The Morehead Sundial showing one of the many beautiful Chapel Hill Churches in the background; (10) Sidewalk Art Show—One of the many features that Make Chapel Hill a unique community. Several art shows are held each year, where novice and professional display their talents; (11) The commodious Carolina Inn, owned and operated by the University; (12) Central Business District—A glimpse of East Franklin Street with its distinctive and colorful shops.



Chapel Hill----Heart of "The Old North State"





paolo soleri

Paolo Soleri came to controversial national attention this year when his drawings and models for megastructure cities set attendance records at the Corcoran Gallery in Washington this spring, and were again exhibited at the Whitney Museum in New York during the summer.

As a part of the Carolina Population Center's October 22-23 conference on "Population Priorities and Options for Commerce and Industry, 1970-2000," a portion of these monumental shows will be seen at the Ackland Art Center on the campus of the University of North Carolina at Chapel Hill. A preview will be held for conference participants the evening of October 21.

Soleri will deliver a public lecture in Memorial Hall at 8:00 p.m. October 23.

The show will be open to the public during the normal gallery hours from October 22 through November 29.

Cities That Climb Into the Sky
Spacious Living Heaped Together

The Plexiglas hive gleaming against the Arizona sky is a model of a hexahedron, two mated pyramids over 3,500 feet high that would house an entire city of 170,000 people on less than half a square mile of land. The concept is the work of Paolo Soleri, an Italian-born architect who with a Dantean passion envisages creative urban environments. Soleri, a former apprentice of the late Frank Lloyd Wright, describes what he does as arcology, a word he coined from architecture and ecology. . . . Soleri's intent is to compact rather than expand the city, reduce intracity travel times and distances, cut air pollution and leave most of the countryside for man's enjoyment.

LIFE
DECEMBER 5, 1969

In my mind, this man is a giant, to be ranked with thinkers like Buckminster Fuller.

WALTER HOPPS
ACTING DIRECTOR
THE CORCORAN GALLERY

. . . If you believe that the human spirit deserves and is capable of better than it has gotten environmentally . . . if you believe in the human spirit at all, go to the Corcoran. . . . "The Architectural Vision of Paolo Soleri" is an important and beautiful show. . . . His philosophical and environmental perceptions offer a sudden, stunning pertinence for today. He does not need the current bandwagon of despair. He has been preaching environment and ecology for a long time. . . . He has been the prophet in the desert and we have not been listening.

ADA LOUISE HUXTABLE
THE NEW YORK TIMES
MARCH 15, 1970

Paolo Soleri Thinks Big

(Soleri's arcologies) would make it possible to gather cities into solid geometric forms, make large communities compact enough to stand on a square mile or two of land, eliminate all vehicular traffic within their borders, remove blight from the vast bulk of the land, and still, according to the planner, afford city dwellers easy access to nature. Such colossal visions, warns Soleri's friend, R. Buckminster Fuller, "are not going to be easily interpreted by the public." . . . Soleri's arcologies really represent a form of earthbound space capsule intended for the survival of the human race, and most people are unprepared, as yet, to accept the idea that man himself must change if he is to remain on this planet.

SHERWOOD DAVIDSON KOHN
THE NEW YORK TIMES MAGAZINE
JULY 26, 1970

. . . Soleri's cities compound every problem we know of. These gigantic, concentric, beehive structures will require rigid programmed conformity from their inhabitants in order to function safely. They will require a complexity of technology which may not even be possible, and the level of dependence on technology will imply a rule by the technocrats.

JOHN LOBELL
INSTRUCTOR IN ARCHITECTURE
PRATT INSTITUTE
LETTERS COLUMN, THE NEW YORK TIMES
AUGUST 23, 1970

Architect of Tomorrow

The Corcoran Gallery's current exhibition may be remembered by future generations as one of the most significant ever to have been mounted by a museum; certainly, it is one of the most beautiful, radical and provocative. . . . Soleri's grand design . . . is nothing less ambitious than the complete architectural and ecological integration of the urban environment, a project that many will dismiss as "visionary," but one that Soleri himself considers an imperative for survival—and one that is about as similar to conventional notions of city planning as a skyscraper is to a pup tent.

THE ART GALLERY MAGAZINE
MARCH 1970

As an alternative to the disaster of the contemporary city, with its rotting and polluted core, its inchoate and exploited suburbs, and its hostile society, Soleri offers a utopia based on a reasonable conception of human dignity and society's potential, a richness of plastic experience far beyond what is provided by any contemporary city, and an unchallenged technical feasibility.

FREDERICK GUTHEIM
THE NATION
APRIL 13, 1970

In June, Soleri and his students will begin "Arcosant," a small arcological town. . . . Here his bizarre visions will be tested down to the nuts and bolts, as will his premise—that technology now can achieve anything, given the determination and the money. And there is no doubt about Soleri's determination, or his sense of urgency. To him, arcology is in effect the life raft for a world drowning in its own pollution. "There might not be any other way," he says, "to save ourselves."

DOUGLAS DAVIS
NEWSWEEK
MARCH 2, 1970

Ackland exhibit open to the public
October 22-November 29, 1970

Campbell

REGION IV

TYPE II EVALUATION - RURAL HOUSING
A PROPOSED STUDY OF THE COMPARATIVE VALUE
OF HDC's AND SELF-HELP HOUSING
ENTERPRISES AS MEANS OF MEETING
THE HOUSING NEEDS OF THE RURAL POOR

1.0 INTRODUCTION AND BACKGROUND

2.0 PURPOSE

3.0 CONCEPTUAL APPROACH

4.0 TIME AND ACTIVITY SCHEDULE

5.0 PRODUCTS TO BE DELIVERED

6.0 ADMINISTRATIVE PROCEDURES AND BUDGET

APPENDIX A: PROJECT SITES IN REGION IV

1.0 Introduction and Background

.1 Introduction

The approach to evaluation in Region IV has significantly changed during the past two years. The Region's Type III Evaluation effort has been terminated altogether in favor of a decentralized performance monitoring/evaluation system and centralized evaluation studies designed to provide a more rigorous overview of program and grantee activities as these bear upon major regional policy issues. The program includes special management studies and applied research and development of planning and evaluation systems, methods, techniques and instruments. Evaluation studies proper are also being conducted to provide a more rigorous analytical basis for regional policy and program decision-making in the major policy and program areas. The proposed Type II Evaluation Study of two rural housing strategies fits naturally into this change in focus and approach.

Study results are expected to have an impact on three major areas of regional concern: Regional policy and program strategies in rural housing, regional technical guidance and support systems, and regional performance evaluation methods relating to grantee housing program activities. The more specific impacts anticipated are articulated in Section 2.0 below.

.2 Background

In 1969, a summer intern assigned to the then Training and Technical Assistance Office undertook a preliminary study of housing conditions in the region; search of state enabling legislation for public housing authority, a review of training and technical service delivery in housing and a survey of CAA housing program activities. This report highlighted the need - some 40% of all housing in the region was classified as unsound in the 1960 census; two-thirds of the nearly 5 million substandard units in the United States were located outside the Standard Metropolitan Areas (SMA's) according to a 1968 census survey; and the greatest proportion of substandard rural housing was located in the Southeastern United States - and the lack of CAA program activity in this area. Historically, program development activities in housing in the Region have been principally contingent upon the research and demonstration efforts of the Office of Program Development.

The principal devise used by the Regional Office to deal with this situation during F.Y. 1970 was to increase the quality of technical assistance in housing. During F.Y. 1971 and 1972, several other initiatives

have been undertaken both nationally and regionally:

(a) The Housing Assistance Council has been funded nationally.

(b) The Region has moved to expeand the scope of the technical assistance being provided by the Low Income Rural Housing Corporation in North Carolina, now receiving both regional and Headquarters funds.

(c) CAA program activities in housing have expanded - partly via local initiatives, within regular CAA program levels, partly via new projects funded under the F.Y. 1971 Regional Incentive Grants (nine of 43 projects). In F.Y. '72, 26 project proposals or 15.4% of those received were submitted in the second round competition; some of these will be funded.

Since housing is the first National Community Action program area priority for F.Y. 1973, this expansion will accelerate rapidly. A study of effective housing program models is therefore appropriate.

Past efforts to assess CAA program activities in housing in Region IV have been limited. Until two years ago there were no OEO sponsored HDC's in the Region. At present there are four such regionally funded. Generally information about the success and failure of HDC's is available for urban, not rural models. The Rural Housing Alliance (via contract from OPD) has undertaken an evaluation of six rural HDC's; that report is not yet available but will be of benefit to this study when issued. Of special interest will be their judgment of the success/failure of HDC's under rural conditions.

One quasi-HDC model has been operated by the CAA in Troy, Alabama. This CAA combines a training program with home construction by recruiting unemployed or under-employed low-income people as building trainees. The trainees are paid the minimum wage and are given classroom and on the job training. This program produced nearly 50 new low cost homes within its first two years existence. The little knowledge of housing programs that we have indicates the Troy program may be uniquely successful in this region in generating new housing.

Three Self-Helf projects have received regional fudning. Performance data on each is very sparse. There is, however, increased interest in this approach as evidenced by the proposals received in the 1971 and 1972 Incentive Grants Proposal. It remains unclear whether such methods can be very effective.

A report of the Rural Housing Alliance indicates that Self-Help has been extremely successful in Nova Scotia and Puerto Rico for several years. A report of the International Self-Help Housing Association states that, among the few Self-Help projects that have been attempted in the U.S., are some OEO funded experimental urban rehabilitation projects. The report indicates that in most respects these urban projects have failed.

Our survey of different kinds of housing efforts shows us that there are several limitation to the Self-Help approach. For the most part these limitations have to do with actually getting low-income people to do the tiring, demanding physical work involved in Self-Help. Another limitation is the amount of time that it usually takes to complete a Self-Help project.

In the light of this background, this study will focus its attention on approximately 10 to 12 projects employing the HDC or Self-Help Housing Approach. These will include OEO funded projects and non-OEO funded projects to which the study team can gain access. The tentative list of projects to be reviewed is included in Appendix A.

2.0 Purpose and Potential Impact of Study

The general purpose of this study is to provide an empirically informed basis for developing a variety of concepts CAAs can apply to solve the housing problems of the rural poor in Region IV. The specific focus of the study is the comparative value of the Self-Help Housing Approach and the Housing Development Corporation Approach. The major difference between these program strategies is that Housing Development Corporations utilize the existing profit-making system in which housing is marketed and act as implementers of the system to supply housing to the poor. The Self-Help Housing Method, on the other hand, explicitly ignores or minimizes the role of the profit-making system, providing all or most of the related parts of a housing supply system itself. A comprehensive comparison of the approaches would measure the variety of effects of HDC's and Self-Help Housing Enterprises on the profit-making system supplying housing to determine the economic impact on the Community, including the economic benefits to the low income housing consumer.

This study is of much more limited scope. It will compare the two approaches by examining the structures, processes and activities associated with each and assessing the circumstances under which each appear to be effective in supplying decent housing to the rural poor. A comparative analysis of the quality and quantity of the benefits to the housing consumers and of the constraints of each approach will then be completed. This analysis will

provide an empirically informed basis for choosing between these approaches, between variations of extreme forms of each, and potential ways of blending them. In addition, fruitful, possibly innovative, further alternatives will be developed and examined critically. The analysis should lead to strategies to maximize the probability of success of the alternatives analyzed.

The expected uses of the study results are multiple:

.1 Influence on Regional housing policy and programmatic services

.10 To provide additional intelligence for a housing program strategy in Region IV - especially choice of priorities among the approaches examined in the study.

.11 To provide a basis for a regional allocation strategy in housing - search among incentive devices to stimulate increased activity in priority program areas.

.12 To provide a more rigorous conceptual and analytical framework for training and technical assistance needs assessment in housing, especially as it relates to T&TA service delivery under contracts now being negotiated for delivery in F.Y. '73.

.2 Influence on Regional Technical Guidance Systems

.10 To provide the empirical and conceptual basis for technical aids to grantees in housing program planning as a part of Region IV's Grantee Planning Workbook, especially via Planning Model B and the technical aids section.

.11 To permit exchange of factual and analytical information about rural housing through Region IV's Technical Digest.

.12 To provide basis for special project development in housing for the rural poor in terms of program models which might emerge from the study.

.3 Influence on Regional Performance Evaluation System

.10 To provide a more analytical basis for review of grantee project performance in housing - a potential basis for revision of Section C of the Qualitative Factor Assessment Sheets now in use in Region IV.

.11 To provide a conceptual basis for analyzing housing program data and grantee performance data for projects in housing for the rural poor - potential of utilizing Mel Case's objective progress function for housing with conceptual analyses emerging from the study.*

* Melvin Elwood Case, MS thesis, "A Process for Evaluation and Resource Allocation in Comestic Public Spending Programs", Georgia Institute of Technology, November, 1971 - the thesis constructs an objective CAA progress model to provide a more objective basis for allocating regional OEO resources among grantees.

3.0 Conceptual Approach:

The scope of this study is limited to a rigorous comparison of the most effective means of supplying decent housing to the rural poor under each approach, variations of each, potential blends of each, and potentially new, though related, approaches. The study will be structured into three major phases with appropriate sub-phases: I - Analytical Phase; II Process Evaluation Phase and III Generation of Recommendations Phase.

I. Analytical Phase

This major phase will be critical in specifying the characteristics of the housing supplied under each approach and of the housing to be expected under variations and potential blends , and related approaches.

A - Orientation

1 - Preliminary Design -

(a) A descriptive standard operationalizing "decent housing for the rural" will be developed; this standard will consist of a Housing Quality Index sufficient for purposes of this study, adjustable for environmental factors. It will be used to identify instances of successful production under each of the two approaches. These cases become the objects for further intensive study and analysis.

(b) A tentative analytical model will also be developed to permit description of the structures, activities and processes associated with each approach.* The model will consist of the following:

(i) Specification of the structures, activity network and processes required to produce expected benefits under each approach.

* For purposes of this study, the following definitions will be observed; (1) STRUCTURE: An entity by which activities are carried out and end results obtained; (2) ACTIVITY NETWORK: Set of events which occur in an ordered manner to accomplish a given result; (3) PROCESS: An activity leading from event to event in an activity network.

(ii) Description of the expected benefits in terms of quantity and quality under the constraints of time and cost for the principal factors of production: Land, Labor, Money and Materials.

(iii) Construction of an economic model in terms of such output measures as number of units produced, cost per square foot, land acquisition costs, and dollar benefit to the low income housing consumer.

(c) Measurement instruments for the data collection sub-phase of orientation will be developed. In developing the analytical model, the issue of reducing benefits to the economic model will be critically examined.

This approach explicitly rejects the view that an a priori economic model can be fruitfully generated and tested empirically in the context of the present study. Such a model would either be so comprehensive - including long range measures of the quality of life - as to be unreliable within the limited sample population or too narrow to describe hypothetical effects of good housing on such measures of the quality of life as the health, education and general welfare of the housing consumer. The factors of land, labor, money and materials will nonetheless be analyzed rigorously in relation to the depicted level of quantity and quality of benefit to housing consumers. Both economic and non-economic criteria will be used to define value, however.

2 - Data Collection

Ten to twelve sites will be visited to collect the data needed for refinement of the analytical Model. (See Appendix A for a list of tentative sites.) Both OEO and non-OEO funded sites to which the study team can obtain access will be included. The Housing Quality Index will be used to identify a limited number of successful products of projects under each of the two program approaches. These cases will be analyzed intensively to determine how the result was obtained and how the probability of success/failure can be judged.

B - Analysis

1 - Model Refinements

Model refinement of the Activity Network and the output Measurement model will be made as data is collected and experience is gained from site visits. Final refinement will be based upon Data Reduction and Analysis.

2 - Data Reduction

Data collected will be analyzed to form the basis for model refinements and the process evaluation* which begins concurrently with the beginning of Phase I-B.

*Process evaluation is used in different ways by different authors. Cain & Hollister, e.g., use it to mean "administrative monitoring." ("The Methodology of Evaluating Social Action Program", Cain & Hollister, Discussion Paper No. 42-69, Institute for Research on Poverty, University of Wisconsin). This is not the meaning here. For purposes of this study, process evaluation is an identification of the critical events in the history of a program or a project.For each critical event, the evaluation will describe (1) the system or environment surrounding the event; (2) the decision-makers and their roles in decision-making; (3) the time frame of reference in the projects history; (4) the inputs required to make the decision; (5) the outcome or effects of the decision.

II. Process Evaluation Phase

This phase begins concurrently with sub-phase I-B above and will be completed at the end of sub-phase III-A below. Its aim is to define the critical events of each approach required to produce given results and then to construct a probability model of the success/failure of each approach. Hence, two sub-phases are identified - (See Section 4.0). The structures and activity networks will be examined in terms of environmental constraints relative to the critical events identified. An assessment of the structures and processes of each approach will be made to determine which critical events maximize the probability of success.

III. Generation of Recommendations:

Two subphases are planned: one of which combines the results of phases I and II for purposes of drawing analytical conclusions; the other of which creates additional alternatives for structures, activities and processes - especially variations of the extremes, blends of the two, and new, though related, alternates. Recommendations will be made as to those structures, activities and processes which will maximize the probability of success in dealing with the housing problems of the rural poor. The thrust of the final report is to be practical and operational, yet empirically informed and analytically sound.

4.0 Time and Activity Schedule:

This section places the major phases of the proposed study into their logical and temporal order. Proposed start-up and end dates are tentative and could be adjusted, if necessary, sliding the whole time table to the right. The first sub-section gives the logical order of the major phases; it should not be read as a sequential temporal ordering of events. The second section is a temporal ordering of the phases.

.1 Logical Order of Study Phases:

Phases & Sub-Phases	Associated Products
I. Analytical Phase	
A Orientation	
1- Preliminary Design	(a) Descriptive Standard-Housing Quality Index
	(b) Tentative Analytical Model
	(c) Measurement
2- Data Collection	(a) Unreduced Data
B Analysis	
1- Model Refinements	(a) Activity Network
	(b) Output Measurement Model (Econ. & Non-Econ. Criteria)
2- Data Reduction	(a) Data Analysis
II Process Evaluation	
A Definition of Critical Events	(a) Critical Activity Network
B Development of Probability Model of Success/Failure	(a) Probability Model

III Generation of Recommendations

A Combining Results of Phases I and II

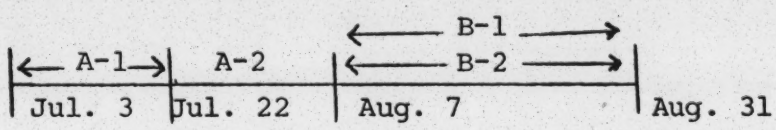
(a) Comparative Analysis of two approaches.

B Creation of Additional Alternatives

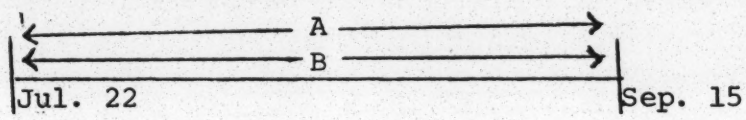
(a) Recommended structures, activities and processes to maximize probability of success.

.2 <u>Temporal Order of Phases:</u>

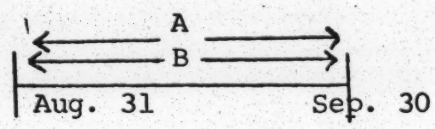
I ANALYTICAL PHASE



II PROCESS EVALUATION PHASE



III RECOMMENDATION PHASE



5.0 Products to be Delivered

.1 Tentative Analytical Model - consisting of at least the following:

.11 Activity Network of each program approach.

.12 Descriptive Standard for decent housing.

-consisting of an operational, working definition of decent housing achievable under each approach; composed of a suitable Housing Quality Index. Probably a Scoring Model adjustable for environmental factors.

.13 Tentative output measurement model -

-Economic and Non-economic Indicators

.14 Measurement instruments for data collection.

.2 Refined analytical model of each approach.

.3 Process evaluation of each approach identifying critical events bearing upon the probability of success/failure.

.4 Final analytical report in two parts: (a) Analytical conclusions drawn from phases I and II and (b) analysis of recommended alternatives, including variations of the extreme forms of each approach, potential means of blending the two, and new, though related, approaches.

APPENDIX A

PROJECT SITES IN REGION IV BY TYPE

H.D.C.'s

1. North Florida H.D.C. $101,550
   Initially funded 1971 under Regional Incentive Grant Program
   Covers 27 counties

2. L.K.L.P. Community Action Council $100,000 (OPD)
   Covers 4 counties in Appalachia Kentucky. This OPD project is designed to demonstrate that a group of interested people including poor people can actually turn the Federal housing programs into houses for the rural poor.

3. OCAP (Area 23) H.D.C. $100,576
   Initially funded 1971 under Regional Incentive Grant Program.
   Covers 3 counties.

4. Volunteer H.D.C. (delegate of Douglas-Cherokee CAA) $58,000
   Regional Incentive Grant, 1971
   Covers 7 counties.

5. Agricultural Cooperative of South Florida - Non-OEO
   Budget not presently known.

SELF-HELP

1. Colbert-Lauderdale CAA
   Presently funded by FmHA for $175,000 for 2 years. Formerly funded by OEO under Title III-B. OEO funding was terminated because grantee's area did not meet "migrant" criteria. Now serves just Lauderdale county. Under OEO the project served 7 counties (including 5 counties in other CAA's jurisdiction).

2. LIFT, Inc. $48,083
   Initially funded 1971, incentive grant.
   Covers 3 counties.

3. OCAP (Area 23) $74,886
   Program has been operational for 4 years.
   Covers 3 counties

4. South Florida Migrant Program - non-OEO
Amount and sources of funds not presently known.

5. S.W. Florida Self-Help Housing, Inc. - Non-OEO
Has received seed money from United Fund. Overall budget not known at present.

6. Friend, Inc. Haneyville, Ala. - Rural Housing Alliance
Created by Migrant Division of OEO, funding level not presently known.

Exposition of Strategy

def of quality hsng

(2) network of activities for agency to get in hsng [20']

(3) Model of Success Failures

Bill Holland → OEO

→ hsng condt. self-Helping hsng

vs. Hsng. Dev. Corp.

team July 3 ↔ Sept. 30 → [45 days]

Bill Peace

Bruce Gruber

Jerry Banks

} 22 man/weeks

→ ~~[illegible]~~ Fri. → pkg.

[OEO Form # 171 ↔]

⇒ tch. staff temporary → pd. by OEO

travel — 12 sites → 2 day (2 men)

→ 6 sites → [3 wks] → some ↓ model bldg

13

45 man days → 9 wks → $100 – $70

cut 3 wks

→ 30 days

1 June 72

OEO – Dr Bill Holland — 4:00 → 11th Fl. 11:30

526-3526

Complete 2 forms – (resume) – annual salary

730 Peachtree St. → scope of work

Mar 1970.

Armed Forces

The Angry Black Soldiers

by JACK WHITE

WHY DID racial violence break out at military bases across the nation last summer? Americans have suggested a number of answers. Some, like an irate writer in *Life* magazine, thought military authority had capitulated to "the black power boys." Others, like a veteran civil rights leader, attributed the troubles to long domination of the armed services by "men from the South, the section of the country we have the most trouble with." But in the main, the nation was shocked and surprised by racial fighting in what was thought to be its most successfully integrated institution, and there was no complete explanation for the trouble or proven solutions to prevent its recurrence.

Indeed, it was difficult to assess how widespread the turmoil was. Syndicated columnist Carl Rowan concluded that the armed forces "were full of dissension." But Representative William J. Randall, Missouri Democrat who headed a House investigation of the summer's violence, said that "the disturbances were much fewer than it would seem from nationwide publicity."

Perhaps the only thing that could be agreed upon was that a number of serious incidents had taken place at military bases in North Carolina, New Jersey, Hawaii, and Vietnam. There was little similarity among them.

Before the fall of 1969, the armed forces had been complacent about racial troubles. The top brass did not acknowledge any problem, and officers in the field tended to follow their example. If something occurred that might be construed as racial, the military was inclined either to ignore it or cover it up. In the fall of 1968, two top Pentagon civil rights officials —one black, one white—visited Vietnam. When they returned, the black official, L. Howard Bennett, reported that if something were not quickly done to ease racial tensions, there would be "riots and demonstrations of epidemic proportions." Members of Congress asked the Pentagon about the prediction and were told that it was "alarmist." Bennett's boss, Deputy Assistant Secretary Jack Moskowitz, who accompanied him on the Vietnam visit, said that he had not reached any of Bennett's conclusions. So nothing was done.

Subsequently, Vietnam became a racial battleground, with numerous serious incidents reported. In late November, an eight-man Pentagon team, accompanied by a special Presidential aide, was sent to Vietnam to "study the implementation of Department of Defense policies and programs dealing with minority-group relations within the military." A few weeks before the racial brawl at Camp Lejeune in North Carolina, an ad hoc committee of officers had warned the base's commander that serious trouble was in the offing. Again, nothing was done at the time.

Since then, the Pentagon has become a relative hotbed of activity. Marine Corps Commandant Leonard Chapman acknowledged the existence of a racial problem. He moved to ameliorate it by allowing black Marines to wear a version of the Afro haircut, use the black power salute when off duty, and listen to soul music on juke boxes on the base. He also instructed all commissioned and noncommissioned officers to re-read the Corps' manual on non-discrimination. His orders marked a permissive departure from Marine tradition, but it remains to be seen how effective they will be. There is already some evidence that they have contributed to greater racial polarization. However, some observers feel that Chapman's orders are significant because they mark a real effort on the part of a senior *military* man to cope with intraservice racial difficulties.

Soldiers are under great pressure not to make complaints because of fear their commanding officers will retaliate. Thus, where there is an allegation that patterns of discrimination exist, the military may respond that investigation did not discover any basis for court martial or other disciplinary action. When this happens, the discrimination is likely to continue.

Young black servicemen are increasingly adopting the trappings and rhetoric of black militancy. Many of them feel that the military places penalties on those Negroes who openly identify with the black identity movement. Clarence Browning, a twenty-year Army veteran and now assistant director of the Concerned Veterans of Vietnam, puts it this way:

"If a black GI stands up for his rights—to be black and proud of it—he's going to get knocked down. Some Negro officers will punish a black GI more severely than a white one just to prove to the man [white superior officers] that they aren't biased in favor of blacks. And black noncommissioned officers don't say anything about it because their careers come into it. Generally, what I did was keep my mouth shut so as to not interfere with my own efficiency rating."

Quite often the new spirit of black brotherhood takes organizational form. Exact figures for the number of black servicemen's organizations have never

JACK WHITE, formerly a correspondent for The Washington Post, is on the staff of the Race Relations Information Center.

been compiled, but one black naval officer says that "formation of black organizations is as much a trend as the Afro haircut, quite widespread." In many cases, he said, organization goes no further than eating together in the base cafeteria or congregating in a corner of a barracks.

In rare cases, organizations become highly sophisticated. The Concerned Veterans of Vietnam is one such organization. It was started at Camranh Bay, Vietnam, by black sailors after whites burned a six-foot wooden cross and flew a makeshift Confederate banner from the base's flagpole the day Martin Luther King Jr. was assassinated. The organization now has a $65,000 grant from the U.S. Office of Economic Opportunity, maintains offices in three states, and operates a veterans' assistance program.

A more typical organization, however, is the Moormen at Quantico Marine Base in Virginia. The Moormen wear black berets and African shirts off-duty and signal each other with the clinched-fist black power salute. Most of the members have been subjected to Marine discipline. Their purpose is to negotiate black grievances, such as the absence of soul music on base record players, with the base commander. He has given them unofficial recognition. Some observers feel the Moormen will prove a constructive channel for frustrations that might otherwise erupt into violence.

Many whites are put off by black organizations of any type. "How do you think we feel when we see black power flags or when we see them give their black power salute?" a white sergeant wrote to *Time* magazine. "I can tell you one thing, it sure doesn't make us happy." His attitude is echoed by a Marine officer who told a reporter, "There's no room in the Marines for any color except green."

In an effort to turn blacks and whites into "green" Marines, the Corps uses methods which one scholar has described as "brutal" and "anachronistic." Waldo Lyon, a psychologist, found that physical harassment at Marine boot camps was even more prevalent than in the brig. Methods such as Lyon describes are bound to cause abrasive reactions in young blacks, many of whom have just become attuned to black identity. One of the major tenets of black militant thought is that whites have brainwashed blacks, causing self-hatred and a distorted mental self-image. It is unlikely that young blacks will ever find a more clear-cut example of brainwashing than a Marine boot camp; everyone there is brainwashed from thinking of himself as anything other than a Marine. The other armed forces repeat the Corps pattern, but to a lesser degree.

Julius Williams, veterans affairs coordinator for the National Association for the Advancement of Colored People, claims, "The military has always been the policeman of the Southern segregationist tradition." He points to the chairmen of the House and Senate armed forces committees—L. Mendel Rivers of South Carolina and John Stennis of Mississippi respectively—as support for his argument. At least some black servicemen share this view. Said one: "I think that the primary cause of the racial disorder is that most of the military men, particularly those from the South, do not want to accept black men as their equal."

These views are balanced by those of servicemen who say the armed forces are far less discriminatory than civilian institutions. "Career-minded individuals are first of all soldiers and segregationists second," said Joseph Burgess, who served six years as an Army captain and is now a National Urban League staff member, "and on duty, you don't usually have racial problems." Says a black Navy officer, "The Navy is way ahead of any equal opportunity employer in civilian life." Black re-enlistment rates, over the years nearly double that of whites, offer additional support for this view.

"Many whites are put off by black organizations of any type."

It is impossible to say which attitude prevails among the 350,000 black servicemen. But career men—"lifers" who served in Jim Crow units prior to President Harry Truman's desegregation order in 1948—tend to see great improvements in military race relations. New recruits and draftees, on the other hand, tend to view the military as irrevocably racist.

Other factors believed to cause race troubles in the services are:

¶ DISCRIMINATION IN PROMOTIONS. Even the black captain cited above said, "The man who is commanded by a segregationist must always put out ten per cent more if he wants to be judged equal." The military insists that there is no discrimination in promotions because their procedures—including standardized tests—are so impersonal. But it is also true that usually a candidate for promotion must appear in person before a promotions board.

¶ IDLENESS. By most accounts, racial incidents are more prevalent in the Army and Marines than in the Navy and Air Force. The Air Force has had only twelve racially motivated incidents in the past two years, according to the Air Force Public Information Office. All were said to be minor. The Navy has had only "a small number, perhaps three to four of any consequence," according to the Naval Information Office. One explanation is that the Navy and Air Force are organized in much smaller units and much of the men's time is spent on duty, operating ships and airplanes. Infantry units, on the other hand, are inclined to be idle much of the time. Moskowitz, the former deputy assistant Secretary of Defense, said after returning from Vietnam that idleness was a key factor in racial troubles there last year.

¶ UNFAIR APPLICATION OF THE CODE OF MILITARY JUSTICE. Young blacks maintain that they are often court-martialed for offenses that are overlooked when committed by whites.

¶ THE WHITE OFFICERS' "ELITE." Less than one per cent of the officers in the Navy, Air Force, or Marines are black. In the Army the figure is higher: 3.4 per cent. Black soldiers, who make up about thirteen per cent of the Army's enlisted men, point to this as prima facie evidence that the military is a white supremacist organization.

Military officers, such as Captain

Hay at Quonset Point, maintain that the limited numbers of black officers result from the service's inability to recruit qualified Negroes. One black naval officer feels the problem is the military's inability to put across the message that it is dedicated to equal opportunity. He said that until recently recruiting films showed white soldiers visiting white European countries—with no blacks involved. "Looking at that," he said, "I don't blame any black brother for concluding that the armed forces were lily white."

Possibly an even greater producer of tension than intra-military discrimination is off-base discrimination, which raises the question of the value of military service for a black man. Militant organizations like the Black Muslims have long maintained that black men should not serve in the armed forces until discrimination was ended in America. "Why should I fight in Vietnam," one black soldier asked, "when I'll just have to fight some more when I get home?"

As recently as 1962, an Army survey found that at least forty-eight of its bases were located adjacent to communities operating segregated school systems, sixty-eight near segregated bars and restaurants, sixty-three near segregated theaters, ten adjacent to segregated libraries, and twenty-three near segregated churches. The problem is believed to have been alleviated by the passage of civil rights laws outlawing discrimination in public accommodations, but it has by no means disappeared.

". . . women seem to play a large part in racial conflict."

In October, Robert J. Brown, special assistant to President Nixon; L. Howard Bennett, Defense Department Civil Rights Director; and a black Air Force officer were all refused service in a Biloxi, Mississippi, tavern that caters to servicemen. Brown has since requested a list of establishments that discriminate and will ask Air Force Secretary Robert Seamans Jr. to place them off-limits.

If he complies, Seamans will be following a precedent set during the summer of 1967 when Defense Secretary Robert McNamara put off-limits on all housing in the Washington suburbs whose landlords would not rent to black servicemen. The ban was later made nationwide by his successor, Clark Clifford. In northern Virginia the number of landlords who have agreed to rent on a non-discriminatory basis jumped from ten per cent to thirty-six per cent as a result of McNamara's actions. Nationwide, an increase from sixty-one per cent to eighty-three per cent was announced by Clifford in 1968.

On and off base, women seem to play a large role in racial conflict. William Endicott and Stanley Williford, writing in *The Nation,* reported, "Most commanders will admit that in the last few months the post off-duty clubs have become increasingly explosive. 'One of the problems is the Saturday night dance,' explained Jack Bale, executive director of the Oceanside Armed Services YMCA near Camp Pendleton. 'We don't have enough girls, period.' Most of the white girls will dance with black Marines, he said, and some of the white Marines from the South resent it. When he sees trouble brewing, Bale immediately stops the dance."

The problem is more complex for black soldiers who are stationed in areas far away from any large number of Negro civilians. They cannot find women of their own race, so naturally they turn to those available. This problem has been particularly acute overseas, especially in Germany. There, white soldiers have been known to burn crosses or wear painted white robes and pointed hats. Reportedly they have told German women that blacks are "animals" and "rapists." White servicemen's prejudice has also led to German reluctance to rent to black servicemen. The reason: German women had been told their babies would be born black if Negroes lived nearby.

Paul Good, a well-known free lance journalist, wrote in *Life* magazine how various factors combined to bring racial tensions at Camp Lejeune to an explosive pitch last summer. Black Marines, he found, were welcome at only one bar in Jacksonville, North Carolina. Racial discrimination in hiring is widespread. A cross was burned on the lawn of a black civilian employe of the base after he was quoted in newspapers as saying, "Lejeune is worse than Mississippi." Women—of any color—are in short supply. For whites, the situation is not much better than it is for blacks. With no outlet for the boredom built up on base, Good wrote, all the Marines became edgy and aggressive.

The tension exploded in July. Accounts of the brawl differ. The official version, according to Good, is: "Blacks provoked a fight on the dance floor of the Area One Service Club after a black WAVE dancing with a white Marine refused to let a black Marine cut in. Then . . . blacks swarmed out in gangs beating hapless white individuals."

At the end of the fighting, one white Marine was dead, a number of others had been injured, and forty-two black and Hispano-American Marines had been arrested and charged with offenses ranging from murder to participation in a riot. Strong measures were taken to clamp down on any further disorder. Sentries were given twice the normal issue of ammunition and armed "reaction" squads were kept ready twenty-four hours a day.

Reporters who visited the camp in the wake of the brawl found blacks and whites at extreme odds. There were reports some men were taking guns to bed at night. Phrases like "black Mafia" came easily to the lips of whites. Camp Lejeune had split into two camps, warily eying each other and seemingly moving toward an inevitable confrontation. The scenario had been predicted by a committee of officers a few weeks before the brawl began, and now it was coming true.

Some believe it was not important how the fight began, that only the gloomy results matter. But NAACP official Williams investigated the incident in the company of Bennett, the Pentagon's civil rights director. Williams concluded that the fight was the result of a regional rather than a racial confrontation. "What happened is this," he said during an interview, "a

white sailor or Marine had dated the Negro WAVE, and, of course, a black Marine asked her to dance and she refused. Well, he went on about his business. Some of the white Southerners objected to this white sailor and everybody went outside and they got into a fight. The black Marines say that they were fighting to protect the white sailor when he was attacked, because he was a Northerner and had been friendly with some of them. It didn't start out racial, but it became that."

The unit involved in the Camp Lejeune violence was commanded by Lieutenant Colonel H. L. Maxwell, the only black Marine ever to head a combat battalion. He was relieved of command of the unit shortly after the incident and was made a race relations trouble-shooter for the 2nd Marine Division.

In an interview with the Associated Press late in November, Maxwell attributed the racial violence to the Corps' inability to deal with "the desires and feelings" of young black Marines. He said that the youths had experienced "the most intensive kind of integration" in Vietnam, only to return to off-base discrimination and intra-Corps prejudice at home. He added that young Marine officers could not deal with the problem because of their inexperience and that older officers would not deal with it because of indifference and a lack of understanding of "the social revolution that's going on in this country."

Now, however, Maxwell feels that the Corps' leadership has taken positive steps to "develop an environment in this division where discrimination cannot occur." He is hopeful that racial tension will be reduced.

As a result of the measures Maxwell referred to, Camp Lejeune has become a testing ground for military policies recommended by Bennett some years ago. These include the establishment of a base human relations council, with officers and enlisted men, both black and white. Its purpose is to discuss problems and seek solutions. It is also designed to spike rumors before they spread. Besides the human relations council, a human affairs officer has been assigned to each battalion. There is also an experimental program of "threshold" sensitivity training, designed to erase as much racial prejudice as possible from the minds of Marines.

". . . the military is not exempt from the racial pressures that threaten to tear America apart."

Off-base discrimination—or self-segregation—is practiced by blacks as well as whites. In Seaside, California, near Fort Ord, black soldiers have staked out a dingy conglomeration of pool hall, liquor store, and bar and renamed it "The Pit." It is unofficially off-limits to whites. In Vietnam, one section of Saigon where whites are unwelcome is known as "Soul City." The unofficial boundary lines are said to be religiously observed by black and white servicemen.

But intra-service discrimination and off-base prejudice have been present for a long time. In and of themselves they are insufficient to explain the outbreak of violence last summer. Some observers feel that the war in Vietnam may be the spark that ignited the explosive relations between black and white soldiers. In the first war ever fought by an integrated American Army, blacks are doing more than their numerical share of the fighting and dying. Figures released in 1965 showed that 18.3 per cent of the total Army casualties were suffered by Negroes, although they made up only a little more than thirteen per cent of the total Army manpower in Vietnam. Military officials say this results from the high percentage of blacks in elite fighting units such as the Airborne and Air Cavalry. Newsmen have reported all-black platoons in these units. Blacks therefore are in the forefront of the war effort. Why?

"Because they are the ones who see how they can advance in these units," according to Clarence Browning of the Concerned Veterans of Vietnam. "The black man has to risk his life to get ahead and get that extra little jump pay, whereas the white boys can get ahead just by putting in time."

The blacks are fighting supposedly to bring freedom to a country 8,000 miles away at a time when they feel they do not have freedom at home. Black militants say the war is a racist plan to exterminate "the cream of young black manhood." They see the war as "neo-colonialist." There is a connection between the revolutions in the Third World and the struggle for black freedom in America, they claim. And their analysis is taking hold, not only among young blacks, but among young radical whites as well.

During the riot in Washington, D.C. following Martin Luther King's assassination, a young paratrooper back from Vietnam said he could not understand why he should have to go so far away to fight when there was so much misery at home. His sergeant, a black veteran of more than twenty years, could not understand it either. His daughter was a soul singer, the original "Peaches" in the "Peaches and Herb" combo. His home was Washington. "If I weren't in this uniform, I'd be out here with them," he said of the rioters.

The young black soldier is angry. He is angry because he feels that the armed forces discriminate against him, because when he goes off base he becomes a second-class citizen, because he must fight in Vietnam and, sometimes, against his brothers in the streets at home. He is angry, too, because many times he will find unemployment his only reward for risking his life in his country's service. Bert Shaixnader, twenty-two, of Fresno, California, was wounded twice in Vietnam. Now, he has a job carting railroad ties. It pays two dollars an hour. Robert Clay, twenty-one, of Washington, D.C., put in eighteen months as a Marine in Vietnam, crawling into caves looking for the Vietcong. Now, he can't find a job.

Williams of the NAACP says the black veteran is "meeting with prejudice in the administration of the Vet-

erans Administration." Joseph Burgess of the Urban League says the program for assisting returned Vietnam veterans is reaching only forty per cent of the total. Thomas Johnson of *The New York Times* found that black veterans were "confused and bitter" because they could not find decent work. Poinchetta Pierce and Peter Baily of *Ebony* reported that black veterans were encountering problems finding good jobs despite the proliferation of programs set up by public and private agencies.

It is clear, then, that the military is not exempt from the racial pressures that threaten to tear America apart. The military is "a mirror reflection" of society, one high-ranking military man said recently. As Bennett put it, the events of last summer "represent the infiltration into the military community of the turbulence that has taken place in the civilian community."

How effective will the military's proposals for reform be? General Chapman's orders have led to confusion on Marine bases. Blacks at Camp Lejeune reportedly were outraged to discover that the Marine version of an Afro haircut does not closely resemble the civilian version. And civil rights leaders like Williams say that the orders deal only superficially with the problems. *The Chicago Defender*, perhaps the most respected of black newspapers, editorialized that the orders "amounted to a tap on the wrist." Browning of the Concerned Veterans of Vietnam claimed that "it will just make it easier for them to single out militant blacks for punishment." He who wears an Afro gets identified.

Secretary of the Army Resor's recommendations that Bennett's human relations training be implemented have not been in effect long enough to judge their effectiveness. But they show that the military has finally recognized the connection between discrimination off base and within the services.

From these actions, it is clear that the military will continue to grapple with its increasingly apparent racial problem. But it is also clear that the adjustments are made within the American pattern of racial prejudice and discrimination. In the last analysis, that is the real lesson of last summer.

Must We Hang Nixon Too?

by A. FRANK REEL

To most of the listeners, including the American Army officers sitting in judgment, it sounded like the brutal blood-lust of uncivilized beasts. To only a few did it appear to be the patterned reaction of frustrated soldiers who came to a foreign and inhospitable land, only to be ambushed, booby-trapped, mutilated by a phantom foe. The guerrillas are killers by night who fade into the landscape by day and are indistinguishable from the subservient peasantry. Whether the native farmer or his wife or even his child are themselves the midnight assassins is not really material; what is important is that the whole guerrilla movement could not exist without the support of the villagers. Hence the ultimate answer is the ultimate simplicity: wipe them out.

Thus it is that in the somber courtroom, speaking in their native tongue through painstaking interpreters, or perhaps testifying in halting, broken pidgin-English, the survivors tell their tales of horror: "Men, women, and little children—the soldiers pushed us into a group—they pointed their weapons and fired—people fell screaming all around me—."

Punctuating the testimony are the pictures of piles of bodies, grotesquely twisted, lying in groups in gutters and on hillsides. Women and children of all ages lie dead, some men but none in recognizable uniform. Exhibit E, exhibit F, exhibit G—and on and on. "I heard her scream." "I saw him shot." "I hid under the body." "They begged for mercy." "Cold blood, cold blood, cold blood. . . ."

Is this Mylai, in Songmy, Vietnam, 1968?

No.

It is Batangas, on Luzon, Philippine Islands, 1945. It is the testimony to which I listened day after day, for the better part of six weeks, some twenty-five years ago. The soldiers who so brutally killed civilians wore the uniform of Imperial Japan, not the United States of America. And the man my lawyer colleagues and I were defending, the man accused of violating the laws of war in that he was allegedly responsible for the indiscriminate murder of unarmed civilians, including helpless women and children, was not a lieutenant or a captain or a non-commissioned officer or a soldier who was there. Our defendant was the defeated commanding General of all Japanese forces—land, sea, and air—in that entire theater of war, General Tomoyuki Yamashita.

It is as though we were now to place on trial for complicity in the Mylai massacre not the lieutenant who has been charged or the captain who may be, but General Creighton W. Abrams or General William C. Westmoreland, or perhaps even the Commander-in-Chief, who is now a former

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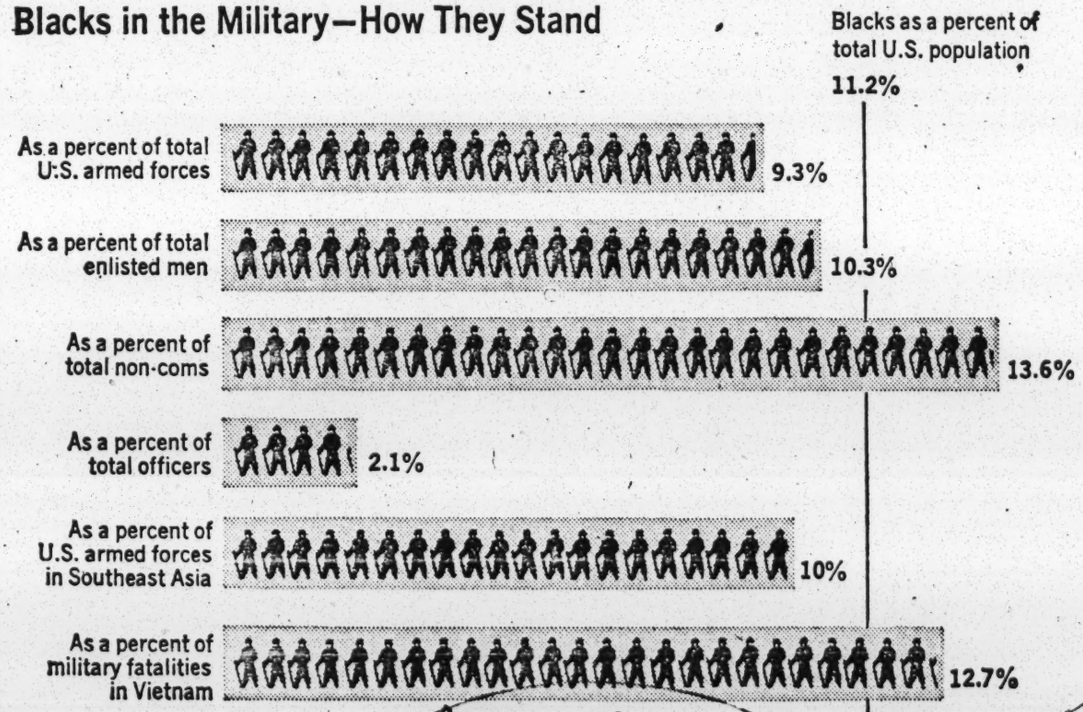
A. FRANK REEL, a television executive in New York, was one of the defense counsel for General Tomoyuki Yamashita in the first of the long series of war crimes trials after World War II. He is the author of "The Case of General Yamashita."

Thomas A. Johnson

Black paratroopers in Vietnam. Some black G.I.'s contend that "equal opportunity in the military is too often more a cliche than a fact." Chart makes some comparisons.

Blacks in the Military—How They Stand



ARMED FORCES

Col 2 up

Armed Forces:

Blacks Don't Feel They Get a Fair Shake

NY Times 11/29/70

Are the Armed Forces equal opportunity employers?

attitudes and actions of the younger black soldier.

These enlisted men—in their late teens and early 20's—grew to maturity during an era of protest and social activism. They grew accustomed to speaking out and acting against discrimination even before entering the military. And once they donned the uniform, they refused to allow the regimentation and isolation of the military to lessen their identification with the black struggle back home.

When they saw inequities in the service, they spoke out—ignoring the counsel of older black soldiers that things were far better than in civilian society.

One answer came last week from Air Force Brig. Gen Daniel "Chappie" James Jr. and Army Brig. Gen. Frederic E. Davison, the nation's only black general officers: "There is no such thing as inequality of opportunity in the armed forces today."

The two men, who were both commissioned in the early 1940s and were made generals within the last two years, contended that there would be many black generals in years to come. The struggle against any lingering vestiges of discrimination in the services, they said, was among "the top priorities" of the Pentagon.

Another answer, however, is often sounded by black soldiers of lower rank. In fact, the growing militance and dissidence among young black enlisted men is in part a reflection of their contention that equal opportunity in the military is too often more a cliché than a fact.

Double Standard Seen

They have complained bitterly, at home and overseas, that black troops are on the wrong end of a double standard at many installations in terms of job assignments, promotions and the dispensation of military justice.

Studies of military administrative procedures, such as that conducted this year by the Third Division in Germany, do tend to support the charges involving job assignments and promotions. Enlisted men are given general assignments by computers, but company level officers and non-commissioned officers have wide latitude in determining what function the man will actually perform.

The major aim of the Company Review Policy developed by Gen. James H. Polk, commander of American forces in Europe, is to stop such inequities on the company level. General Polk authorized "flying squads" of officer and enlisted investigators to inspect unit records without prior notice to determine if discrimination in promotions and job assignments had occurred.

Checks of most military stockades—whether at Longbinh, South Vietnam, Rota, Spain or Mannheim, Germany—show that black inmates usually make up at least 50 per cent of the total. Black troops have suffered one out of four punishments on the battalion level and the same number of pre-trial confinements. They have also received a far greater percentage of the less than honorable discharges usually handed out in lieu of a court martial.

These are long-time inequities in the services, notwithstanding the military's integration and equal opportunity programs. They are receiving national attention today because of the

"If I'm going to be in the Army, I'm going to be treated the same—the exact same as anybody else," said 19-year-old Private First Class Benjamin Austin in Schweinfurt, West Germany, recently.

Rising out of such feelings, a number of racial disorders have occured at military bases around the world. There have been some deaths—a white youth at Camp Lejeune, a Marine base in North Carolina, some months ago, and a black youth recently in Ulm, West Germany. In Hohenfels, West Germany, last summer a hand grenade exploded in a crowded mess hall, during a time of racial tensions, injuring several soldiers of both races.

Though they may work closely together during duty hours, and most often without overt hostilities, black and white servicemen will most often separate when they relax.

Outside the joint Spanish and U. S. Naval Base at Rota, Spain, white sailors frequent Rota's "Missouri" bar while blacks flock to "Kelly's." White soldiers in Saigon are most often found along the honky-tonk strip on Tu Do Street while blacks predominate along Trinh Minh The Street in nearby Khanh Hoi.

Competition for local women also makes for problems. Many whites object to blacks fraternizing with European women—a situation dating back to World War I.

'Lifer Village'

There is far less racial conflict among career officers and non-commissioned officers. The career men, often living with their families in so called "lifer villages," quite often maintain life styles quite similar to suburban-dwelling professionals.

Such amenities, as well as the services' reputation for equal opportunity, caused many blacks to seek careers in the military following the integration of the services after World War II.

As a result, corporals and sergeants make up a very high percentage of the black total. Officers make up 2.7 per cent, and Pentagon officials are now trying hard to find ways of making the military more attractive to black college graduates.

Civilian industries have taken many black college men who might have entered the military, especially since the start of black protests in the early 1960's. One result has been that there are more black majors and lieutenant colonels in the Army (having entered during the 1950's) than there are first and second lieutenants (who would have entered during the late 1960's).

—THOMAS A. JOHNSON

troops had taken part in the attack on Conakry. Whether Portuguese mercenary soldiers did is something that may be learned by the United Nations team that has gone to Guinea for a first-hand investigation.

But President Touré has enemies far beyond Portuguese Guinea and a number of neighboring states have exile communities of Guineans afraid to go back home. From time to time, exile groups plan to go back and try to take over; in fact, one report from Conakry last week said that one target of the invaders had been the prison from which a number of President Touré's political opponents were freed.

Besides the political exiles, there are hundreds of thousands of Guineans scattered around West Africa in a kind of economic exile—people who left the country to escape one of the highest costs of living in the world, and a precarious economy characterized by a debased currency and empty shelves in the grocery stores.

Rich in Minerals

Because it possesses diamonds, gold, iron ore and one-third of the world's known reserves of high-grade bauxite, the ore that yields aluminum, Guinea is potentially one of the richest lands in Africa. Many authorities think Guinea cannot miss becoming one of the most powerful African countries — eventually. But its short-term economic prospects are dim, for reasons related

Armed Forces

Tighten Racial Guidelines

Co

12/18/70

Associated Press

WASHINGTON — The Pentagon issued new get-tough directives Thursday to rub out racial discrimination in the armed services.

Problems between black and white GIs have reached a critical point and "the level of frustration and anger among blacks" higher than anticipated, declared Frank W. Render II, the Pentagon's chief civil rights officer.

Acting on recommendations made by Render after he toured U.S. bases in Europe, Secretary of Defense Melvin R. Laird authorized the removal or transfer of civilian officials and military officers "who fail to produce satsifactory results" in dealing with racial discrimination.

Laird armed base commanders in the United States with power to declare off-limits apartment houses, stores, taverns and other establishments that discriminate against blacks and other minority group servicemen.

In the past, commanders first had to receive approval from Washington before acting against landlords and merchants. Now they must only "prove to their own satisfaction" that discrimination exists.

Overseas commanders will still need Washington approval because of sensitive political situations in foreign countries.

The new directive also call for the setting of quotas and timetables to increase the numbers of minority group members in Defense Department jobs.

Beginning next year, Render said, servicewide education programs in race relations will be given to all military personnel from generals to recruits.

"There is an immediate requirement," he said, "to eliminate known discrimination" in promotions, job assignments, housing and the administration of military justice.

Render, a 34-year-old Negro, headed a 15-man Pentagon team which toured Air Force and Navy facilities in England, Spain and Italy. However, most attention was given to Army bases in West Germany where there have been several violent clashes between blacks and whites.

Although aware of the general racial unrest, Render reported, "we did not anticipate finding such acute frustration and such volatile anger" among blacks and to a lesser degree with the whites.

Administration Shapes Policy on Housing Bias

The Nixon administration plans to have a new policy on racial discrimination in suburban housing shortly after the first of the year, Attorney General John N. Mitchell said yesterday.

Mitchell disclosed in a news conference that he and George Romney, Secretary of Housing and Urban Development, have met three times without reaching a "definitive conclusion."

Last week, President Nixon said he was opposed to "forced integration" of suburban housing and his administration would limit its challenges to racial bias to the requirements of the law.

Mitchell said he and Romney are searching for the congressional intent in housing legislation. He said that "definite guidelines and regulations" are needed because government power is usually exercised on regional levels and through more than 70 FHA offices.

Mitchell said he and Romney were not at odds. "We're trying to establish a policy that will be consistent in HUD and the Justice Department," he said.

The search for a broad housing policy, Mitchell said, is the reason no action has been taken on a HUD request to sue officials of Black Jack, Mo., a St. Louis suburb, over the blocking a federally aided interracial housing project through hasty rezoning of vacant land. HUD asked Justice on Nov. 10 to seek a federal court order nullifying Black Jack's rezoning and barring "any further interference with the development of this project."

WASHINGTON POST

Dec 19 1970

Meade, Holabird Areas Held Biased on Housing

BALTIMORE, Dec. 18 (AP) —Black officers and enlisted men at military bases in Maryland still are faced with widespread housing discrimination near almost every major installation, a Maryland Human Relations Commission officer said here.

Hildagardeis Boswell, commission liaison officer to local human relations groups in the state, said discrimination still exists because base commanders "are not pushing anti-discrimination directives issued by the Pentagon three years ago.

Ft. Meade and Ft. Holabird are two areas specifically cited by Miss Boswell

"Black GIs have to live in town. They cannot get quarters around those bases, she said.

Other bases she cited were Ft. Detrick at Frederick, Andrews Air Force Base in Prince Georges County, Aberdeen Proving Ground and Edgewood Arsenal both in Harford County.

She said she has been told by military housing officers that high ranking military personnel have to live in the communities and therefore are reluctant to take firm action against landlords who discriminate.

Miss Boswell said she has received complaints about lack of housing from American and foreign military nonwhites.

ARMED FORCES

G.I. HOUSING BIAS IN GERMANY CITED

4/23/71

N.A.A.C.P. Asks Pentagon to Take Over Leasing

NY TIMES

By ROBERT D. McFADDEN

The National Association for the Advancement of Colored People told the Defense Department yesterday that discrimination in housing had become "the most pervasive problem" confronting black American servicemen in West Germany.

The N.A.A.C.P. urged that the Pentagon immediately assume all leasing responsibilities for housing outside bases in West Germany, subletting units to servicemen who would thus be relieved of the burden of fighting discrimination by landlords.

The recommendation was contained in a report compiled by a three-member N.A.A.C.P. investing team that toured bases in West Germany for three weeks in January and February.

The report, covering the problems of black servicemen in housing, public accommodations, recreation, judicial administration and other areas, was presented to Defense Secretary Melvin R. Laird at the Pentagon by Roy Wilkins, executive director of the N.A.A.C.P., and Nathaniel R. Jones, the association's general counsel, who headed the investigation team.

The team previously had announced recommendations calling for more black civilian lawyers to deefnd Negro soldiers facing military trials in West Germany, and for establishment of an Army "Philadelphia Plan" to recruit more black officers and give more blacks command instead of staff assignments. The Philadelphia Plan is a Government effort to get more blacks in the building trades.

Bias in Heidelberg

The N.A.A.C.P. undertook theinvestigationin response to complaints of discrimination against black servicemen and reports of growing racial tensions in West Germany. Blacks make up 13 per cent of the 300,000 American servicemen in West Germany.

Discrimination in housing, the report said, "more than any other problem caused blacks to regard Germany as an unfriendly country and to wonder aloud why they should be stationed there."

The report said black serv- and were overcharged by many landlords in each of nine cities visited by the investigators, where housing shortages also were found to be acute.

In the Heidelberg area, the report said, Army investigators had found that more than 85 per cent of the landlords listed with the Army's Family Housing Offices discriminated on a racial basis.

Another common complaint among the hundreds of black enlisted men and officers interviewed, the report said, was that white servicemen found housing near their bases, while blacks were forced to accept accommodations up to 20 miles away.

Moreover, commanders have failed to protect their troops against such discrimination, the report said.

The report noted that base commanders had authority to declare housing off limits if landlords practiced discrimination. But it said that, in some cases, this was not being done because commanders chose to ignort the issue.

ARMED FORCES

Army Shifts Author of Bias Report

WASHINGTON POST

4/6/71

BALTIMORE, MD., April 5 (AP)—An Army officer who recently issued a contoversial report on alleged housing discrimination in Germany is being shifted to an equal opportunities post in the Pentagon, The Baltimore Sun said today.

In a dispatch from Frankfurt, correspondent Joseph R. L. Sterne said Capt. Curtis R. Smothers of Baltimore "is returning stateside in a few days."

Last Thursday, the Pentagon rejected the officer's request for a court of inquiry but instituted four other moves suggested by Smothers, 27, in a visit to Washington early this month. They include:

- A requirement that housing agents and owners sign "unqualified assurances" of rental without regard to race.
- A requirement that all servicemen go through Army housing officers instead of making outside arrangements.
- A Six-month ban on landlords who refuse to sign the non-discrimination pledge. After that time, landlords must prove their rental policies have changed to be reinstated in the listings.
- A full scale review of Army housing referral office operations.

Smothers, the only full-time black judge in the U.S. command in Europe, said he learned of the purported bias late last year. After an investigation, the captain asked that a court investigate the alleged failure of Gen. James Polk, recently retired Army commander in Europe, to enforce a non-discriminatory housing policy.

That request was rejected by the Pentagon, but Smothers said he is confident the new "watchdog apparatus" will see to it that the policy is followed in the future.

He added, however, that he resented what he called Pentagon efforts to protect the retired general.

"I don't intend to moderate my position one bit," he told Sterne. "I agree with Gen. William C. Westmoreland that the Army simply isn't going to work as a going institution until it solves its racial problems."

Smothers began his civil rights activity eight years ago while a brigade commander in the Morgan State College Reserve Officer Training Corps.

He was cochairman of the Baltimore Civil Interest Group and participated in demonstrations that resulted in the desegregation of a local theater.

He later held a position with the Student Nonviolent Coordinating Committee while studying law at Georgetown University in Washington under a special Army program.

ARMED FORCES

N.A.A.C.P. Plans Inquiry in Germany

NY Times

4/7/70

By THOMAS A. JOHNSON

The National Association for the Advancement of Colored People announced yesterday that it would send a group to West Germany to investigate racial conflicts and charges of racial discrimination against black American soldiers.

The association's assistant executive director, Dr. John Morsell, said that the action had been prompted by requests from black soldiers, by a Defense Department report detailing "frustration and anger" among black soldiers and by recent news reports.

At a news conference at the organization's Manhattan headquarters, Mr. Morsell said:

"Problems of discrimination in promotion and in disciplinary applications, in accessibility to housing and recreation off base, in job assignments and the like are more and more seen by the Negro soldier, sailor and airman in the context of continuing racial injustice back home.

"The consequence seems to have been a rising tide of intramilitary protest, including formation of semisecret organizations in violation of military regulations. Militant, angry rhetoric has mounted and Negro-white clashes have become more and more frequent.

"The group of investigators is to be headed by the association's general counsel, Nathaniel Jones, and will include Julius Williams, director of the organization's military and veterans affairs department, and Melvin Boldin, an N.A.A.C.P. lawyer.

Mr. Jones said the investigators would leave for West Germany about the middle of January for a two-week to three-week visit to Seventh Army bases.

Asked whether he thought the Nixon Administration would assist in the investigation, Mr. Jones said, "I don't think they will attempt to block us, but I don't think they will attempt to assist us, either."

He was also asked about the Defense Department directives, issued yesterday, to step up programs to enforce racial equality.

"The name of the game is enforcement," he replied. "It can have great meaning if it is enforced."

Pentagon Crackdown Paying Off In Housing Discrimination Figh

Armed Forces

By ROBERT A DOBKIN
Associated Press Writer

WASHINGTON — In 1946, Lt. Daniel L. (Chappie) James, a black fighter pilot home from the war, found himself at Lockbourne Field, Ohio, with his wife, two young children and no place to live.

The only available apartment was in a Negro neighborhood. The landlord allowed only one child under 12, so James left his infant son with his in-laws in Alabama until he found another place.

A NEGRO was a Negro and a uniform meant nothing in those days, recalls James, now an Air Force brigadier general.

Four years ago the Pentagon started using economic pressure to crack down on civilian landlords. Thousands of apartments and trailer camps since have opened to Negro servicemen throughout the country, North and South.

"Today, people look more at the color green than black or white," says Frank W. Render, the Pentagon's top civil rights officer.

Render, a Negro, says that since the Pentagon started its drive to lower racial bars, 1.8 million rental units have been opened up to servicemen of all races.

WHEN THE Defense Department made its first national census of housing areas around military installations that year, only 245,600 rental units were found to be available to blacks and other minorities.

At that time, Render says, only 22 per cent of landlords surveyed said they had an open housing policy. The figure is 98 per cent today.

"On paper this looks wonderful," he says. "But we're not so naive to believe all 98 per cent will actually rent. Some gamble that, with few Negroes assigned to a base in their area, they won't come around and knock on their door."

Blacks make up 9.8 per cent of the 2.9 million persons in uniform. Of these, about 62,000 live in off-base

Gen. James
... no place to live

member of the armed forces in the United States could rent or lease an apartment or trailer if a landlord refused to rent to any servicemen.

This policy of rent-to-all-or-rent-to-none carries a lot of clout, particularly in areas where the civilian community relies on the military for its economic life, Render says.

Clifford's order gave base commanders the authority to declare apartments and trailer camps off-limits wherever discrimination was found.

Every six months a list of off-limits housing is turned over to the Justice Department for possible prosecution under the Civil Rights Act. The Pentagon has no enforcement authority over civilians.

SECRETARY of Defense Melvin R. Laird further strengthened the Pentagon's housing policy by decreeing in December that base commanders who fail to act will be transferred and their reluctance to cooperate noted at promotion time.

Render says housing discrimination problems are almost nonexistent at some bases and spotty at others. It depends, he says, on the base commander's leadership as well as economic conditions and prejudice in the civilian community.

Render says the military's biggest problem in running down discrimination is getting servicemen to report complaints to their base housing referral office.

Airman First Class Charles O Hayes says he and his wife found two landlords who refused to rent during an apartment search near Offutt Air Force Base in Nebraska, but he was "too busy looking for a place to live to complain."

BUT STAFF Sgt. Walter Mitchell, also assigned to Offutt, says he found an apartment in a predominantly white neighborhood. "I only looked at a couple of places, but I had no trouble."

Where discrimination exists, it is usually very subtle. The general practice is to tell a serviceman on the phone a vacancy exists. When he comes to look at an apartment, he usually is told it has just been rented.

In situations like this, base housing offices usually put the landlord on its sanctioned list of off-limit apartments.

In the San Antonio, Tex., area, which has a military population of 55,000, officials have placed two apartment buildings and two trailer parks off-limits.

AT SCOTT Air Force Base, Ill., four apartment houses are off-limits, while owners of five others are under investigation after complaints from servicemen.

Pentagon officials are confident they have brought a turnabout in housing problems in this country and now are turning their attention to Europe.

The authority for base commanders to declare housing off-limits was extended worldwide by Laird last year.

However, the NAACP said in a report last month that housing discrimination in West Germany has become "the most pervasive problem confronting Negro soldi in Europe.

Render says that while American military can clare apartments off-li there is little they can d force a change in attitud landlords refuse to rent blacks.

"There are no anti-disc ination laws in Germa Render said.

around and knock on their door."

Blacks make up 9.8 per cent of the 2.9 million persons in uniform. Of these, about 62,000 live in off-base housing in the United States.

RENDER says blacks have little trouble today in finding housing. Many instances of discrimination still exist, but they are isolated. A nationwide survey drew the same conclusion.

In San Diego, Calif., landlords on the 11th Naval District list of approved housing have signed pledges to rent regardless of race, color or creed.

"People are changing their minds more and more about this," says Letti Rhoden, the 11th District's housing office manager. "At first, some of them thought the government was trying to tell them what to do. Now we don't have any more trouble assigning a Negro family than anyone else."

Julius Williams, director of veterans affairs for the NAACP, also says the Pentagon has made great strides in battling racial discrimination since 1968 when the Secretary of Defense Clark M. Clifford called the situation disgraceful.

CLIFFORD ordered that no

ting servicemen to report

IN THE UNITED STATES DISTRICT COURT

FOR THE MIDDLE DISTRICT OF ALABAMA

SOUTHERN DIVISION

FILED

JUL 8 - 1971

JANE P. GORDON, CLERK

BY _____ DEPUTY CLERK

CAPTAIN & MRS. HARRISON P. PEOPLES, Jr.,	:	
Plaintiffs,	:	
- vs -	:	CIVIL ACTION NO. 1150-S
MRS. T.W. DAUGHTIE	:	
Defendant.	:	

COMPLAINT

I.

Jurisdiction of this Court is invoked pursuant to 28 U.S.C. Sections 1343(3) and (4) and 28 U.S.C. Section 2201. This action is brought pursuant to the Thirteenth Amendment of the United States Constitution to redress the deprivation of rights, privileges and immunities secured thereby. This action is also brought pursuant to 42 U.S.C. Sections 1981 and 1982, to secure the rights of plaintiffs to make and enforce contracts and receive the full and equal benefit of all laws and proceedings for the security of persons and property as enjoyed by white citizens, and to enforce the rights of plaintiffs to inherit, purchase, lease, sell, hold and convey real and personal property on the same basis as white citizens. This action is also brought pursuant to Section 810 and 812 of the Fair Housing Act of 1968, 42 U.S.C. Section 3612, to enforce the rights of plaintiffs to obtain rental of a dwelling without discrimination based on race or color.

II.

This is an action for a declaratory judgment as to plaintiffs'

rights and for an injunction enjoining defendant from maintaining a custom, policy or practice of racial discrimination in the rental of housing, which discrimination is a badge and incident of slavery unlawful under the Thirteenth Amendment to the United States Constitution, 42 U.S.C. Sections 1981 and 1982, and the Fair Housing Act of 1968.

III.

Plaintiffs Captain & Mrs. Peoples are husband and wife. They are black citizens of the United States and have one child. Captain Peoples was at the time of the incident complained of herein and is today employed by the United States Army.

IV.

Plaintiffs bring this action on their own behalf and, pursuant to Rule 23(b)(2) of the Federal Rules of Civil Procedure, on behalf of all similarly situated black citizens. Such black citizens are barred or may be barred by defendants from acquiring leasehold or tenancy in an apartment complex because of their race or color. The class represented by plaintiffs is so numerous that joinder of all members is impracticable; there are questions of law or fact common to the class; the claims or defenses of plaintiffs are typical of the claims of the class; and plaintiffs will fairly and adequately protect the interests of the class. Defendant has acted on grounds generally applicable to the class, thereby making appropriate final injunctive relief or corresponding declaratory relief with respect to the class as a whole.

V.

Defendant Mrs.T.W. Daughtie, is a white home owner living in Enterprise, Alabama, at 115 Rosewood Drive. She is in the business of renting apartments contained in a triplex apartment house located at 112 Rosewood Drive and a single family dwelling

at 713 North Main Street, Enterprise, Alabama. The said dwellings are listed with the Off Post Housing List utilized by military personnel at Fort Rucker, Alabama.

VI.

The apartment sought by the plaintiffs was located in the triplex apartment house at 112 Rosewood Drive, Enterprise, Alabama. Said apartment is a dwelling within the meaning of Section 802(b) of the Fair Housing Act of 1968, 42 U.S.C. Section 3602(b).

VII.

On August 29, 1970, Captain Peoples and his family arrived in the Fort Rucker, Alabama, area pursuant to military orders. That afternoon they went to the Enterprise, Alabama, police station and procured a listing compiled by the Chamber of Commerce containing available housing in the Enterprise area. Mrs. Peoples called several individuals on the list among them the defendant Mrs.T.W. Daughtie. Mrs. Daughtie indicated that she did have a vacant single family dwelling at 112 Rosewood Drive in Enterprise. A meeting was arranged at the apartment 30 minutes from the time of the call. Mrs. Daughtie had not arrived at the appointed time but as there was a key in the door plaintiffs inspected the house and found it to their satisfaction. They proceeded to the home of Mrs. Daughtie at 115 Rosewood Drive to tell her that they would like to rent the apartment. Mrs. Daughtie answered the door and told them that while she had been out her husband had rented the house to another couple. She could not remember when asked the name of the couple. At 9:30 that evening a white couple, John and Mary Donnelly, went to the police station and obtained the list of available housing. Lieutenant Donnelly was also reporting to duty that day. He called Mrs. Doughtie from the police station and was informed by her that she had a place availble at 112 Rosewood Drive.

They drove directly to her place arriving at approximately 10:00 p.m. She took them to the vacant apartment and during this time told them how glad she was that they had come because a colored couple had been to see it earlier and "she just couldn't rent it out to them."

The Donnellys and the Peoples were both staying at the Ozark Holiday Inn and had met on their arrival on the morning of the 29th. When they returned from viewing the apartment, they went to see the Peoples to ascertain whether they were the "colored couple of whom Mrs. Doughtie had spoken." The Peoples confirmed that they had in fact applied for the same apartment and had been turned down that very afternoon. The couples decided between themselves that the Donnellys should take the apartment and the Peoples would file a charge of discrimination. At a later point, after the Donnellys had rented the apartment, Mrs. Doughtie informed them that she had rejected black applicants in the past. She also indicated that she was listed with the Army's Off Post Housing list which contains a non-discrimination agreement.

VIII.

On January 21, 1971, Captain Peoples filed a housing discrimination complaint with the Fort Rucker Civil Rights Compliance Officer. The complaint was forwarded to the Department of Housing and Urban Development. On June 16, 1971, Captain Peoples was notified by the Department of Housing and Urban Development that they had attempted to seek resolution of his complaint but were unable to achieve a satisfactory result. The letter also informed him of his right to bring suit in an appropriate Federal Court.

IX.

Defendant's refusal to rent was because of plaintiffs' race or color and was done willfully, intentionally, maliciously

and pursuant to defendant's practice or policy of discriminating against plaintiffs and the class they represent on account of their race or color in the privileges of rental of dwellings.

X.

Plaintiffs have no plain, adequate or complete remedy at law to redress the wrongs alleged herein and this suit for an injunction and a declaratory judgment is their only means of securing adequate relief. Plaintiffs and the class they represent are now suffering and will continue to suffer irreparable injury from defendant's acts and policy or practice of racial discrimination unless relief is provided by this Court.

XI.

As a direct and proximate result of the wrongful acts of defendant alleged herein, plaintiffs Captain & Mrs. Harrison P. Peoples have suffered actual damages in the amount of $200.00 and will continue to suffer damages from (a) humiliation and embarrassment caused by defendant's refusal to deal with them because of their race or color, (b) the deprivation by defendant of plaintiff's constitutional and statutory rights freely to obtain housing without regard to race. Because of defendant's willful, intentional and malicious refusal to deal with plaintiffs or the class they represent, and her practice or policy of discriminating against plaintiffs and the class they represent because of their race or color, plaintiffs claim punitive or exemplary damages in the amount of $3,000.

WHEREFORE, plaintiffs respectfully pray that this Court enter judgment for plaintiffs as follows:

1. Granting plaintiffs and the class they represent an injunction enjoining defendant, her agents, employees and those acting in concert with her from maintaining a policy of discrimination against Negroes seeking to rent housing

accommodations and from maintaining or continuing a custom, policy or practice of discriminating against plaintiffs and the class they represent on the ground of race or color.

2. Granting plaintiffs and the class they represent a declaratory judgment that the acts, policies and practices of defendant complained of herein violate the Thirteenth Amendment to the United States Constitution, the provision of 42 U.S.C. Sections 1981 and 1982, and Section 804(a) or other applicable provision of the Fair Housing Act of 1968.

3. Granting plaintiffs judgment against defendant and each of them jointly and severally for actual damages in the amount of $200.00.

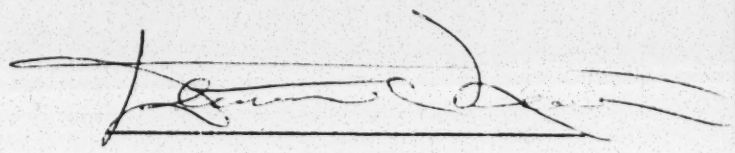
4. Granting plaintiffs judgment against defendant and each of them jointly and severally, for punitive or exemplary damages in the amount of $3,000.

5. Awarding plaintiffs their costs herein.

6. Awarding plaintiffs reasonable attorneys' fees.

7. Granting plaintiffs and the class they represent such further and additional relief as the Court may deem just and proper.

Respectfully submitted,



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Attorneys for Plaintiffs

IN THE UNITED STATES DISTRICT COURT FOR THE MIDDLE DISTRICT OF ALABAMA, SOUTHERN DIVISION

FILED

JUL 8 - 1971

JANE P. GORDON, CLERK
BY _____
DEPUTY CLERK

CAPTAIN & MRS. HARRISON P. PEOPLES, JR., Plaintiffs, vs. MRS. T. W. DAUGHTIE, Defendant.	)	CIVIL ACTION NO. 1150-S

ORDER

In this proceeding the plaintiffs, on their own behalf and on behalf of the class they represent, seek an injunction against the defendant and a declaratory judgment to the effect that the acts complained of violate the Thirteenth Amendment to the Constitution of the United States, the provisions of 42 U.S.C. §§ 1981 and 1982, and certain sections of the Fair Housing Act of 1968.

Upon consideration of the complaint, including particularly the relief plaintiffs seek, it appears that the issues involved are of common and general interest to the United States Army officials at Fort Rucker, Alabama, and to Negro servicemen stationed by the United States at Fort Rucker, Alabama.

It further appears that the complaint, by inference, alleges failure on the part of the United States Army officials at Fort Rucker to enforce their nondiscrimination agreement with citizens who are listed on the Fort Rucker Army Off Post Housing List. It is also apparent that complete relief, if granted to the plaintiffs and the members of plaintiffs' class, will of necessity involve the administration of the Army's Off Post Housing List by the United States Army officials at Fort Rucker, Alabama. Therefore, this Court is of the opinion that, in the administration of justice, it will be of assistance to this Court to have the benefit of the views of counsel for the United States as amicus curiae, and that in appropriate cases this Court is entitled at any time to call upon the law office of the United States to serve in that capacity. Bush v. Orleans Parish School Board, 190 F.Supp. 861, aff'd 366 U.S. 212; United States v. Burnett, 330 F.2d 369 (5th Cir. 1962), and Miles v. Dickson, 387 F.2d 716 (5th Cir. 1967). It is, therefore, the

ORDER, JUDGMENT and DECREE of this Court that the Honorable Ira DeMent, United States Attorney for this district, and/or any other attorney with the United States Department of Justice designated by the Attorney General of the

PAGE PARTIALLY ILLEGIBLE

United States, be and he is hereby appointed as amicus curiae counsel in this case to assist the Court in a speedy and just determination of the issues involved.

Done, this the 8th day of July, 1971.

FRANK M. JOHNSON, JR.
UNITED STATES DISTRICT JUDGE

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Black War Veterans Plan a Coalition To Press Demands

ARMED FORCES

NY TIMES 8/29/71

The United Black Veterans of America, a New York-based organization formed in April, announced plans yesterday to develop a national coalition of black and other minority-group veterans to seek more educational, employment and medical facilities for discharged servicemen.

The group, which consists of about 100 black veterans, mostly from the metropolitan area, hopes to enlist 20,000 members by the end of the year, according to its president, Byron Foster.

The announcement was made at a seminar in Ferris Booth Hall at Columbia University at which a number of black veterans narrated their difficulties in obtaining employment upon discharge. Another seminar is scheduled to be held today at 9 A.M. at the Mount Morris Park amphitheater in Harlem.

"As blacks and minority-group members we feel we aren't getting a fair share of opportunities even though we have given so much of ourselves in the service of America," said Mr. Foster, who served for a year in Vietnam and who is now a salesman with the American Cyanimed Company.

Mr. Foster said his group was drawing up presenting to Federal, state and city officials this week.

"It ought to be kept in mind that we weren't among those who said 'Hell no, we won't go!'" Mr. Foster said. "We did go and fight but when we came out we discovered that America did not seem to recognize our role in fighting for her, as is evidenced by the lack of fair and equal opportunities for black veterans."

Mr. Foster charged that other veterans' groups, including the American Legion, did relate adequately to the problems of black veterans.

The United Black Veterans was founded in 1968 by Otilio A. Mightly, who had served in the Armed Forces for 20 years.

Racial Tension Worsens In Military, Reports Say

9-19-71 Armed Forces

RTD

By JACK MCWETHY
Congressional Quarterly

WASHINGTON — Racial tension in the armed forces is getting worse, according to Pentagon and civilian reports.

Despite innovative programs designed to curb a growing animosity and polarization between black and white troops, Pentagon investigators keep coming back from the field with reports that the situation is deteriorating.

Eleven per cent of the menin the military services are black: 2.2 per cent of the officers are black.

In 1950 President Harry S. Truman told newsmen equality in the ranks would be achieved "within the near future" as a result of the equal opportunity program he had forced on the military two years before.

But equality has not been achieved and as a result:

(1) NAACP investigators warned after touring European military bases in April that "an uncomfortable number of young Negro servicemen are disenchanted, alienated and have lost faith in the capacity and the will of the armed forces to deal honestly with their problems."

(2) An Air Force human rights team toured 1 domestic training installations and reported in late August that "there is discrimination and racism in the command and it is ugly."

(3) After a three-week investigation of European bases, a report issued by the Pentagon's equal opportunity division last fall said, "We did not anticipate finding such acute frustration and such volatile anger as we found among the blacks."

(4) A second Pentagon civil rights study group toured U.S. installations in Southeast Asia and reported early this summer that racial conditions were deteriorating. "We found that blacks and whites were moving farther and farther away from each other, resegregating through accelerated polarization," the report said.

Further evidence that racial problems in the military have become acute is the increasing high-level agitation over the situation.

Late in August, Defense Secretary Melvin Laird fired Frank Render II, the Pentagon's top civil rights administrator and the highest ranking Negro in the Defense Department.

Although Render, a 35-year-old educator, had launched sweeping programs in race relations education during his one-year enure with the Pentagon, his efforts had not produced any apparent easing of tension.

An Air Force human rights report, which was leaked to The New York Times in August and was not intended for public perusal, read like a point-by-point refutation of Render's innovations.

There has also been increased high-level activity aimed at easing tension caused by the constant irritant of off-base housing discrimination in the United States and overseas.

When it became apparent that many of the communities located near military installations were not going to comply with the open housing law passed by Congress in 1968, the Pentagon began a graduated program of pressure.

First, the Defense Department threatened legal action. Then slowly word was passed to base commanders to use economic pressure, such as placing an establishment or a whole town "off limits."

The most recent effort came from Navy Secretary John Chafee, who issued orders to his base commanders that they were to advise local government and business that fuure base closure decisions would depend largely on how receptive the community had been to all of the military personnel.

The impetus for change of policy in the military regarding racial problems traditionally had come from either the President or from the Pentagon's personnel offices, not from Congress.

An equal opportunity regulation aimed specifically at racial discrimination was put on the books by Truman nine years before Congress passed the first of several civil rights laws in 1957.

There has been little action and no proposed legislation coming from the House or Senate Armed Services committees concerning equal rights in the military.

Since the early 1950s, five men have been in charge of the two committees. They have all represented states from the deep South and all voted against the Civil Rights Acts of 1957, 1960, 1964, and 1968 except one man who retired in 1965 and he voted "no" on the first three.

They are Rep. F. Edward Hebert of Louisiana, Sen. John C. Stennis of Mississippi, the late Rep. L. Mendel Rivers of South Carolina, the late Sen. Richard B. Russell of Georgia and Rep. Carl Vinson of Georgia, all Democrats. Vinson retired in 1965.

In the four services there are 1,328 generals and admirals. Six of the positions are held by blacks; four of the six were promoted in 1971.

CITIZEN ORGANIZATIONS IN THE SOUTH

Concerned with

EQUAL OPPORTUNITY IN HOUSING

Compiled By

The Housing and Planning Program

of the

Southern Regional Council
5 Forsyth Street, N.W.
Atlanta, Georgia 30303

August 1, 1971

Citizen Organizations in the South Concerned With Equal Opportunity in Housing

August 1, 1971

ALABAMA

GREATER BIRMINGHAM MINISTRY
c/o Mr. George Quiggle
2121 Eighth Avenue
Room 1306
Birmingham, Alabama 35203
Tele: (205) 251-5208

FLORIDA

SOUTH DADE FAIR HOUSING
c/o Mrs. Betty Plass
10975 S. W. 84th Avenue
Miami, Florida 33156
Tele: (305) 271-5202

UPPER PINELLAS COUNCIL ON HUMAN RELATIONS
c/o Mrs. S. L. Halmi
411 Orangeview Avenue
Clearwater, Florida 33515
Tele: (813) 527-7103

GEORGIA (Atlanta Metropolitan Area)

ATLANTANS TOGETHER IN PROGRESS
c/o Mr. & Mrs. Chris Likly
3727 Stephanie Drive, S. W.
Atlanta, Georgia 30331
Tele: (404) 344-7250

CONCERNED CITIZENS OF S. W. ATLANTA
c/o Mr. Ken Crooks, Jr.
3047 Lunhurst Circle, S. W.
Atlanta, Georgia 30311
Tele: (404) 691-5712

DORAVILLE FAIR HOUSING GROUP
c/o Mrs. Norman McGoffog
3543 Beach Hill Drive
Doraville, Georgia 30340
Tele: (404) 938-9643

DRUID HILLS FAIR HOUSING ASSOCIATION
c/o Mrs. James Wood
1031 Springdale Road, N. E.
Atlanta, Georgia 30306
Tele: (404) 378-5170

HERITAGE VALLEY COMMUNITY AREA CLUB
c/o Mr. John G. Davis
3473 Heritage Valley, S. W.
Atlanta, Georgia 30331
Tele: (404) 344-8332

NORTHSIDE FAIR HOUSING
c/o Mrs. Mary Ann Cronley
6840 Peachtree-Dunwoody Road, N. E.
Atlanta, Georgia 30328
Tele: (404) 255-8743

NORTHWEST FAIR HOUSING GROUP
c/o Mrs. Romona L. Cowart
3512 Paces Place, N. W.
Atlanta, Georgia 30327
Tele: (404) 233-7340

SOUTHWEST ATLANTANS FOR PROGRESS
c/o Mr. William Alexander
1553 Pollard Drive, S. W.
Atlanta, Georgia 30311
Tele: (404) 521-0100

LOUISIANA

BROADMOOR IMPROVEMENT ASSOCIATION
c/o Sister Mary Jordan
4222 South Broad Street
New Orleans, Louisiana 70125
Tele: (504) 821-4779

MISSISSIPPI

HOUSING COMMITTEE
c/o Miss Judith Krabbe
Jackson Area Council on Human Relations
108 South President Street
Jackson, Mississippi 39201
Tele: (601) 948-0878

NORTH CAROLINA

CHARLOTTE FAIR HOUSING ASSOCIATION
c/o Mr. Dave Blevins
Box 1102
Charlotte, North Carolina 29201
Tele: (704) 372-3010

CITIZENS FOR FAIR HOUSING, INC.
c/o Mr. John Shields
408 Pepper Building
Winston-Salem, North Carolina 27101
Tele: (919) 723-7945

DURHAM COUNCIL ON HUMAN RELATIONS
c/o Mr. Billy Griffin
Box 8713
Durham, North Carolina 27707
Tele: (919) 489-0446

HOUSING OPPORTUNITIES MADE EQUAL, INC.
c/o Mr. John Ingle
710 W. North Street
Raleigh, North Carolina 27603
Tele: (919) 828-3870

INTERFAITH COMMITTEE ON HOUSING
c/o Mr. Rigsley Robinson
Parkway Office Building
Asheville, North Carolina 28801
Tele: &704) 252-6439

SOUTH CAROLINA

COLUMBIANS FOR FAIR HOUSING
c/o Rev. Paul Mathias
South Carolina Council on Human Relations
1203 Gervais Street
Columbia, South Carolina 29201
Tele: (803) 253-8325

ROCK HILL COUNCIL ON HUMAN RELATIONS
c/o Mr. A. D. Sherrill
517 Forest Lane
Rock Hill, South Carolina 29730
Tele: (803) 327-3564

TENNESSEE

BELMONT-HILLSBORO NEIGHBORS
c/o Dr. Eugene Teselle
2007 Linden Avenue
Nashville, Tennessee 37212
Tele: (615) 297-2626

FAIR HOUSING FOUNDATION, INC.
c/o Mr. John Gattis
P. O. Box 50085
Nashville, Tennessee 37205
Tele: (615) 356-6620

TEXAS

GREATER DALLAS HOUSING OPPORTUNITIES CENTER, INC.
c/o Dr. Charles Hunter
426 Wilson Building
Dallas, Texas 75201
Tele: (214) 748-1034

NEIGHBORS FOR FAIR HOUSING
c/o Mr. Edward C. Fritz
4144 Cochran Chapel Road
Dallas, Texas 75209
Tele: (214) 352-8370

VIRGINIA

CHARLOTTESVILLE FAIR HOUSING COMMITTEE
c/o Mrs. Shirley Clement
1421 Westwood Place
Charlottesville, Virginia 22901
Tele: (703) 428-6900

HOUSING OPPORTUNITIES MADE EQUAL
c/o Rev. Richard Miller
19 Overbrook Road
Richmond, Virginia 23222
Tele: (703) 643-6039

NORTHERN VIRGINIA FAIR HOUSING, INC.
c/o Mr. Robert Czapiewski
4444 Arlington Blvd.
Arlington, Virginia 22204
Tele: (703) 524-4425

TIDEWATER FAIR HOUSING COMMITTEE
c/o Mrs. Robert Clapp
1845 Karen Lane
Virginia Beach, Virginia 23451
Tele: (703) 428-6900

The following local affiliates of the Urban League have professionally-staffed housing programs:

ATLANTA URBAN LEAGUE
c/o Mr. Fred Thompson
75 Piedmont Avenue, N. E.
Atlanta, Georgia 30303
Tele: (404) 659-1150

BIRMINGHAM URBAN LEAGUE
c/o Mr. William T. Sherman
505 17th Street, North
Birmingham, Alabama 35203

DALLAS URBAN LEAGUE
c/o Mr. Joe A. Allen
2606 Forest Avenue
Dallas, Texas 75215

GREATER MIAMI URBAN LEAGUE
c/o Mr. Lee Black
395 N. W. First Street
Miami, Florida 33128
Tele: (305) 377-3681

JACKSONVILLE URBAN LEAGUE
c/o Mr. Ronald C. Belton
829 Pearl Street
Jacksonville, Florida 32202
Tele: (904) 356-8336

KNOXVILLE URBAN LEAGUE
c/o Mr. Ernest K. Fulton
2204 Vine Street
Knoxville, Tennessee 37915

LITTLE ROCK URBAN LEAGUE
c/o Col. T. L. Frazier
914 Gaines Street
Little Rock, Arkansas 72202

MEMPHIS URBAN LEAGUE
c/o Mrs. Ethyl Venson
546 Beale Avenue
Memphis, Tennessee 38103

NEW ORLEANS URBAN LEAGUE
c/o Mr. Bill Stewart
1821 Orleans Avenue
New Orleans, Louisiana 70116

Houston Area Urban League, Inc.
Peggy Clovin
4702 Dowling St.
Houston, Texas

ADDENDUM

Georgia (Metro Atlanta)

SOUTH DEKALB NEIGHBORS
c/o Mrs. Peggy Helton
1895 Delphine Drive
Decatur, Georgia 30032
Tele: (404) 378-5170

December 1, 1971

AIC James D. Priest
Box 5612
Myrtle Beach AFB, South Carolina 29577

Dear Mr. Priest:

I recently learned of the problem that Black airmen stationed at Myrtle Beach Air Force Base are having securing adequate off-base housing. ; Housing discrimination is an area of great concern to me personally and professionally.

I am Co-Director of the Housing and Planning Program for the Southern Regional Council. We recently published a report on housing discrimination in the South and have published several other reports and pamphlets on the subject over the past five years. We have also provided technical assistance to several organizations concerned about this issue. For your information I am enclosing some of our publications.

Presently we are interested in looking into discrimination in off-base military housing. To determine the specific nature of our effort we are exploring the problem to see what might be the most effective and beneficial approach (especially to the Black service men involved).

I would like to discuss this issue with you and would appreciate your calling me to suggest a time that would be most suitable to you. You can call ;me at: (404) 522-8764.

Hope to hear from you soon.

Sincerely,

Arthur C. Campbell
Co-Director
Housing and Planning Program

ACC/rh

2/16/72

Mr. Arthur Campbell
C/o Southern Regional Council, Inc.
52 Fairlie, N. W
Atlanta, Georgia 30303

Dear Art:

I was sorry to receive your note stating that you had dropped the study of discrimination around military bases. Perhaps your tentative plans got too ambitious and required too great a portion of your resources. (?) May I suggest that a journalist's look at conditions at just one base--Myrtle Beach AFB, South Carolina--might be worthwhile even if it was just one investigative reporter in town for five or six days. I was a reporter myself for three years, and anyone who couldn't raise a fine feature story out of housing conditions in Myrtle Beach for black servicemen would haveto be deaf, dumb, blind and indifferent. This lesser approach would cost you maybe $300 net in travel-related costs. At least you could get something for South Today out of it. What do you say?

Jerry

• Review surveys from Civil Rights Comm.

Notes

① FAIR HOUSING AROUND MILITARY BASES

- Region III gets 25% of its DISCRIMINATION IN HOUSING COMPLAINTS FROM MILITARY PERSONNEL.

- Case in Ala. where Black officer issued complaint to proper base officials who in turn acted after long delay. HUD office received complaint 30 days before statue of limitation was to expire.
  -- Demetrius Newton, Birmingham attorney, took case in preliminary hearings Judge Frank M. Johnson ordered Justice Dept. to become involved ("joined case")

- Colonel Kane (Pentagon-Dept of Defense) rec'd proposals from Region III E.O. for revamping military off-base housing program.
  (DOD supposedly in process of reforming housing referral system)

- Sanctions against landlords found discriminating →
  ① Blacklist by Base

- Reported hesitancy to blacklist realtors (landlords)

- Civilian runs Housing Referral Office (HRO) - "usually retired military man who is old and unsympathetic toward non-discrimination".

- Initiative with officer to make complaint.

- Bases w/good programs (?)
  1. Black list
  2. Require nondiscrimination pledges

- Ala. Case "one example of mismanagement by the military":
  Sources: ① Justice Dept. Lawyers
  ② EO's files
  ③ Details of handling by Housing office
  ④ Demetrius Newton

- Another Situation to investigate
  Myrtle Beach/Columbia
  Fort Jackson, S.C.

- Kenneth McDaniel white trailer park owner filed complaint.

charge his competitors with failure to adhere to non-discrimination guidelines — while he was sticking to them. Result: McDaniel's trailer park got all black applicants/renters.

(1 Dan McDonald interviewed Blk servicemen) has affidavits available

Files on this case sent to HUD wash (Nov 70) w/ suggestion to have Justice Dept. intervene. They didn't act.
(chain of Authority? → Kenneth Holbert. Director E.O.
Lawrence —— HUD legal

— to date there is no record of affirmative action to breakdown all white character of other trailer parks

McDaniels Park → Rt 3 old Percervial Rd Columbia (between Base & city)

- Park not convenient to base
- Study should disclose → (1) disparitaccio in quality of facilities + discrimination/segregation

(2) proximity to base (3) comparative of cost of predominantly Black/white occupied facilities.

Sources at Myrtle:
(1) Black Captain (lawyer) in Judge Advocate's office. (2) Black Airmens Council

* — most blacks live in section call "Hill". (ghetto housing)

— "concilliation not remedy"

— HUD has right to hold hearings
— find married Blk serviceman determine situation
— Housing also poor for whites
→ varying versions of MYTLE BEACH (M.B) case follow-up on respondents.

— M.B — H.R.O not knowledgeable about nature of discrimination — ~~the~~ no records/documentation
* operation is casual -- ad-hoc

C

Dept of Defense -

I. Standards re: non-discriminatory housing referral service.

* II. Military standards

A. Distance from base

B. HEALTH

C. children/pets

D. Referral office info on files on available units.

Procedures HRO

- solicitation prospective renters
- non-discriminatory pledges

Possible BASES

Millington Near Memphis (naval)
"pretty good track record"

McDill - in Tampa, Fla.

Keasler - Gulfport, Miss (air force)

Ft. Rucker - Ala

Ft. Jackson

Contacts:

① Richard L. Master
lawyer at Justice Dept

② Colonel Charles Kane
Dir. E.O. & Off Base Housing
The Pentagon Room 3-B924
Washington, D.C. 20301

③ Colonel Robert E. Ashmore
USAF - S.C.
Shaw AFB
(Staff Judge Advocate)

MEMO FROM THE DESK OF

Arthur Campbell

@ $1000.00 / month

5 Bases = 5 wks

Pentagon
HUD Regional
follow-ups } 2 wks

Writing
Editing } 3 wks

10 wks

Feb / March /
April 15

$ 2500.00 fee
$ 600.00 — Travel & Expenses
2000.00 — Printing

5100.00

MEMO FROM THE DESK OF:

Arthur Campbell

1. Tucker — 100.00
Ola

2. Millington → 150.00

3. Jackson
4. Myrtle Brown } 250.00

5. Gordon → 50.00

560.00

MEMO FROM THE DESK OF:

Federal Installations
Equal Housing Opp.

[redacted]
Lynn Bowker

178 6192 0354 — Stone, Marty
acting deputy Dir.

254/6614 ← Karen Kreuger
Bob Cook

"U.S. Commission on Civil Rights"

(202) 254-6626

Marvin Wall

Housing Handbook →
re: to discrimination
in housing.

Concerned Veterans of Vietnam

10: formation of Black organizations → Jack White

Frank Reuder _ Civil Rights Chief → Pentagon
(Black)

August - 1971 - Melvin Laird (Defense Secretary) Hired
Reuder (35 yr old educator) → after one years

The Pentagon claims that ~~there is only isolated discrimination in this area~~ its policies have ~~completely~~ brought a turnabout in military housing problems. It contends that only isolated discrimination remains. ~~Any study of this kind must take account of the~~ A nationwide survey — years ago supposedly drew these same conclusions.

The equal housing opportunity office here in Atlanta says that 25% of its complaints are from military men which on ~~its surface~~ its face indicates some inequities in the ~~base off~~ off base housing market for Black servicemen. These complaints may be indicative, as Frank Reuder -- former Pentagon Civil Rights Officer -- has suggested, poor leadership by the base commander "as well as the economic conditions and prejudice in the civilian community".

Our study would look at five bases in the South -- four of which have produced most of the complaints filed with HUD in Atlanta. ~~[illegible]~~ -- to see ~~if how well the DoD's housing~~ if extensive housing discrimination still exist, how good a job is being done by the housing referral service, ~~to~~ compare the general quality of dwellings occupied by black service men vis-a-vis whites, examine ~~the~~ conditions that might discourage complaints which are not filed and make an overall evaluation of the efficiency of the referral service. ~~[illegible]~~

EQUAL OPPORTUNITY IN OFF-BASE ~~MILITARY~~ HOUSING

~~PART II~~

Since 1968 at the behest of the Department of Defense military bases around the country have operated an off-post housing referral service. Essentially this service ~~is~~ provides a listing of private housing (apartments, homes and trailers) ~~in close proximity to the~~ that is available to servicemen on a non-discriminatory basis. To develop the listing the Housing Referral Office surveys those housing facilities ~~within some~~ that meet some criteria established by the DOD. One of these specifically ~~states~~ requires an owner ~~[illegible]~~ desiring military referrals must sign a pledge of non-discrimination.

Now, four years since the Pentagon, under Clark Cliffords leadership, ~~made a~~ set forth on the problem of discrimination in off-base housing there is still evidence of widespread discrimination ~~[illegible]~~, around some bases in the South. This contention is based solely on information both public and private furnished by the Atlanta regional HUD office. ~~[illegible]~~ Most complaints of discrimination come from ~~five~~ four bases: Fort Jackson (South Carolina), Ft. Rucker (Alabama) Myrtle Beach AFB (South Carolina), Millington Naval Air Base. A number of other bases ~~[illegible]~~ have been ~~represented~~. ~~[illegible]~~ had complaints filed at ~~[illegible]~~ some point. Near Ft. Rucker a Black sergeant recently ~~[illegible]~~ successfully sued an owner who refused to rent him an apartment. ~~[illegible]~~ Last August a group calling itself the Black Airmen Council at Myrtle Beach AFB requested HUD assistance in dealing with a "serious problem in off-base housing for Blacks."

~~Pre-1000 – failed~~
~~$2000 + expenses~~ | 2500.00

Millington Naval Air Base → Memphis

① Fort Rucker → Judge Frank N. Johnson order
Middle District of Ala. Court / Fed.
Peoples Jr + Daughtie → civil action # 1150-S

Pentagon
DOD Rense

Richard Mayton – 739-2678 / 202
Justice Dept.
Civil Rights Division Attorney

5 bases

Supervisory authority over Housing referral office → Charles Kane

5th

Benefit of bases to community → supply of housing

– ① Fort Jackson → Kure Beach, N.C.
Ft. Fisher AF Station
positive

Smths

② Ft. Rucker →

McDill – Tampa
③ Myrtle Beach → ⑤ Ft. Gordon – Augusta

1st April

Keasler AFB →

④ Millington Naval Air Base →

non-discrimination pledge – enforcement →
action taken by H.R.O.

– esp. base w/ ch. availability of units

– complaint when low level officer is viewed as "informy", malcontent. →

– does military psychology militate against filing complaints

– GS Reports on HRO's around the country D.O.D

→ uncertainty in receiving complaints / application of limit sanctions
delay – time in getting complaints → HUD

- Dept. of Defense procedures in tapping private housing on nondiscriminatory basis for Black military servicemen.

est. procedures → D.O.D regulation of on-Base Housing Referral Service

↳ effectiveness vis-a-vis elimination of discrimination toward Black servicemen

3139 >
526 [3275] Jerry Norris → favorable decision in Enterprise case. — Fri.

① no. cases
" installations to cover — where

- how well handled by Military
- told to do
- done in fact.
- complaints not reported

② attorneys willing to take housing discrimination cases.

② U.S. Commission on Civil Rights. re: "63 Report on Family Housing and the Negro Serviceman"

3 month →

½ advance — ½ end →

Georgia	Ala.	S.C.
Agusta/Ft. Gordon	Ft. McClellan	Myrtle Beach AFB
Warner Robbins		Paris Island
Ft. Benning		Columbia - Ft. Jackson

N.C.	Fla	Miss
	Mayport + Naval Base	Eglan AFB

MANPOWER UTILIZATION SURVEY REPORT - SCHEDULE X - MANPOWER AND WORKLOAD DATA *(AR 1-45)*

Sheet 1 of 2 sheets

REPORTS CONTROL SYMBOL CSFOR-76

MAJOR STAFF ELEMENT	DIVISION	BRANCH	SECTION OR UNIT	SHEET NO.	LINE NO.
Family Housing	Office of Chief	Off-Post Housing Referral Service		9	8

DESCRIPTION OF WORK PERFORMED

Off-Post Housing Referral Service (DOD directed mission).

YARDSTICK CODE

None available.

WORK UNIT

Personnel serviced (approximately 3000 per year).

SECTION A - SUMMARY OF MANPOWER

	OFF a	ANC & AMSC b	WO c	ENL d	US CIV e	NON-US CIV f	TOTAL MANPOWER SUBJ TO AUTH g	OTHER MANPOWER US. h	OTHER MANPOWER NON-US i	TOTALS j
1. AUTHORIZED	0			0	0		0			0
2. ACTUAL STRENGTH	1			0	0		0			1
3. RECM BY CO					4		4			4
4. RECM BY SURVEY TEAM					3		3			3

YARDSTICK ALLOWANCE COMPUTATION

Local Appraisal = 3

SECTION B - PERFORMANCE DATA

MONTH a	MANPOWER AVG STR b	MANPOWER TOTAL MAN-HOURS WORKED c	MANPOWER HRS OP IN MO d	MANPOWER EQUIV MAN-MONTHS (c ÷ d) e	WORKLOAD NO. OF WORK UNITS f	WORKLOAD W/L PER PERSON (f ÷ e) g
Aug 68	3	528	176	3.0	148	49
Sep 68	3	480	160	3.0	135	45
Oct 68	3	542	184	2.9	140	48
Nov 68	3	456	152	3.0	150	50
Dec 68	2	336	168	2.0	125	63
Jan 69	2	352	176	2.0	143	72
Feb 69	3	442	152	2.9	141	49
Mar 69	2	320	168	1.9	146	77
Apr 69	2	342	176	1.9	100	53
May 69	2	336	168	2.0	117	59
Jun 69	2	336	168	2.0	134	67
Jul 69	1	176	176	1.0	175	175

1. WORKLOAD USED AS BASIS OF APPRAISAL: 151

2. AVERAGE PRODUCTIVITY: 65

3. MANPOWER ALLOWANCE

$$\frac{\text{SURVEY WORKLOAD (1)}}{\text{AVG PRODUCTIVITY (2)}} = \frac{(151)}{(65)} = 2.3 \times 1.11 = 3$$

SECTION C - MANPOWER

AUTH STR a	RANK OR GRADE b	ACTUAL STR c	RANK OR GRADE d	JOB TITLE e
0		1	02	Real Estate Officer (MOS 4312)

NOTE: One civilian space has been recognized, but due to DOD hiring restrictions has been withdrawn.

RECOMMENDED BY SURVEY TEAM

NO.	TYPE	FUNCTIONAL JOB TITLE	NO.	TYPE	FUNCTIONAL JOB TITLE
1	Civ	Off Post Hsg Referral Off			
1	Civ	Real Estate Officer			
1	Civ	Clerk Typist			

ENTER SPECIFIC REMARKS ON REVERSE SIDE.

DA FORM 1 NOV 66 140-4

REPLACES DA FORM 140b, 1 NOV 62, WHICH WILL BE USED.

SECTION D - SPECIFIC REMARKS

1. COMMANDING OFFICER

Establishes and operates the Off-Post Housing Referral Service in accordance with DOD Directives and Regulations. Develops separate listings of houses, apartments, and trailers which may be rented and of properties which may be purchased, in accordance with the DOD policy of nondiscrimination. Maintains working relationships with housing project operators and managers, real estate brokers, news media and property managers to encourage open housing policies (as required for DOD personnel) and to maintain current listings.

Develops procedures for obtaining signed assurances of nondiscrimination for housing listed. Develops standards of location, suitability and condition, prerequisite to acceptance for listing for rental or sale to DOD personnel. As necessary, inspects housing listed for general conformance with standards or to determine corrections necessary to meet standards for listing. Schedules periodic re-inspections in problem areas. Coordinates with proper authorities, when necessary, on correction of health, safety or fire hazards.

Responsible for resolution of major disputes between renters and landlords or property managers. Handles interview of incoming personnel desiring off-post housing and counsels personnel applying for housing as to general practices in leasing, deposits required, responsibility of occupant in normal care of premises and maintenance which may be expected from the owner/management.

(continued next page)

2. SURVEY TEAM

a. The Survey Team concurs with 3 of the 4 spaces recommended in Section A3.

b. There is no Manintick Code applicable as a staffing basis for this activity.

c. Performance data computed in section B supports above recommendation.

d. Workloads used as a basis for appraisal are as follows:

(1) 450 assembling sections monthly pertaining to off post referrals.

(2) 90 personnel referred to off post housing monthly.

(3) 1900 military families authorized on post housing but live on the economy because of a lack of on-post housing..

(4) 7100 family units listed as available off post, and inspections of these units.

-Continued-

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Schedule X (Family Housing, Office of Chief)-Continuation Sheet

2. Survey Team Remarks (Con't)

e. The Commander's comments in Section D-1 have been evaluated, discussed on site, and considered in above recommendation. The requirement for two real estate officers in addition to a Housing Referral Officer is not fully justified. One real estate officer is recognized in addition to a Housing Referral Officer to provide an in-office capability for interviewing, counseling, and complaints, and assist the Housing Referral Officer to conduct inspections of off post housing which is not being performed due to a lack of personnel. One clerical space is adequate to perform clerical functions of typing, preparation of reports, and assisting in interviews and complaints. That portion of workloads conducted by the Engineer Technician (Sheet 9, Line 6) pertaining to housing surveys off post and survey questionnaires is considered within the capability of above staffing recommendations, to include related clerical and administrative functions. Recognized requirements for this activity are essential due to the large volume of married basic trainees who undergo hardships locally attempting to find adequate and reasonably priced off post rentals for dependents.

f. Recommended staffing is shown in Section C.

PAGE PARTIALLY ILLEGIBLE

SCHEDULE X (Family Housing, Office of Chief, Off-Post Housing Referral Service Br.) - CONTINUATION SHEET

Section D1. SPECIFIC REMARKS (Cont)

1. Commanding Officer (Cont)

Obtains reports from personnel of housing obtained or reasons for failure to obtain suitable housing. Establishes procedures which will insure positive control of the advertising of rental or sale property in or on official media under the control of the command. Advises personnel displaying interest in home purchases for determination of eligibility for payment by Service Department of mortgage insurance premiums to the Federal Housing Administration under the provisions of the in-service loan 222 program. Also advises on Veterans Administration Home Loan guarantees available to qualified personnel.

Maintains liaison with municipal, county or state agencies having parallel interests in equitable and nondiscriminatory housing of DOD personnel within adjacent communities. Recommends zones of suitability from standpoint of reasonable commuting distance/time for housing to be listed. Periodically checks established zones for changes in traffic patterns, loads and travel time and coordinates with applicable traffic authorities.

Responsible for preparation of a local brochure on available schools, shopping centers, bus routes, and other community facilities for use in counseling housing applicants. Maintains daily records of the number of housing applicants by type of housing desired for statistical purposes. Prepares, maintains and submits to higher headquarters reports as necessary and required by regulations and other directives.

Staffing recommended for the Off-Post Housing Referral Service is as follows:

1 - Off-Post Housing Referral Officer (GS 301) - to act as chief of the Referral Service and to interview realtors and coordinate activities.

1 - Real Estate Officer (GS 301)- to handle in-office interview of personnel requiring off-post housing assistance.

1 - Real Estate Officer (GS 301) - to handle inspections of off-post housing, community facilities, traffic control and complaints.

1 - Clerk Typist (GS 322) - to handle records, files, and reports required by DA and DOD.

FAMILY HOUSING INFORMATION

Form Approved Budget Bureau No. 22-R0268

_____
(Name of Installation)

DATE

This information sheet is designed to obtain information on family housing to be used by our Housing Referral Office. Upon receipt of this information at the Housing Office, military personnel will be referred to the described facility with the understanding that it is open to all military personnel without regard to race, color, creed or national origin. Please answer all applicable questions.

1. FACILITY	ADDRESS *(Include ZIP Code)*	RENTAL OFFICE TELEPHONE NUMBER
2. OWNER *(Name)*	ADDRESS *(Include ZIP Code)*	TELEPHONE NUMBER
3. MANAGER OR AGENT *(Name)*	ADDRESS *(Include ZIP Code)*	TELEPHONE NUMBER

4. TYPE OF RENTAL FACILITY:

☐ APARTMENT ☐ TRAILER COURT ☐ HOUSING DEVELOPMENT ☐ INDIVIDUAL HOUSE

5. RENTAL PRICE PER MONTH	a. FURNISHED	b. UNFURNISHED	c. DEPOSIT
a. EFFICIENCY APARTMENT	$	$	$
b. ONE BEDROOM UNIT			
c. TWO BEDROOM UNIT			
d. THREE BEDROOM UNIT	$	$	
e. TRAILER _____			
f. TRAILER SITE _____			$

6. RESTRICTIONS

a. PETS: ☐ YES ☐ NO

b. CHILDREN: ☐ YES ☐ NO

c. MAXIMUM SIZE OF FAMILY _____

If "YES", specify _____

d. OTHER RESTRICTIONS:

7. SALES PROPERTIES:

SIZE: BEDROOMS _____ BATHS _____ FAMILY ROOM _____

PRICE: $ _____ DOWN PAYMENT: $ _____ MONTHLY PAYMENT: $ _____

SIGNATURE	TITLE

DD FORM 1 JUL 68 1666 REPLACES DA FORM 3281-R, 1 OCT 67, WHICH IS OBSOLETE.

525-7564 Kay Duvernet

MYRTLE BEACH AIR FORCE BASE

1. Total Open Housing

The May 31, 1968 survey figures that Myrtle Beach Air Force Base supplied to the Department of Defense indicated that about 50 percent of the surveyed housing units in the Myrtle Beach area were declared open to Negro servicemen. However, on June 28 the Commander stated that during the month of June, the open housing statistics had improved to 68 percent. Much of this improvement appears to have resulted from the addition of recently constructed facilities. Nevertheless, this progress should be considered valid in view of the special housing problems of the Myrtle Beach area. (These problems will be explained in a later section.)

2. Census

As of June 28, 1968, 450 men were living off-base. The housing survey conducted by Base officials accounted for the residences of only 269 of those men. When questioned about the other 181 off-base personnel, the Base Commander stated that a significant percentage of that number own their own homes. Thus, it appears that this Base has accounted for almost all of its off-base servicemen. This is due in part to the small size of the Base and the effects of the Base official in charge of this program, Captain Saccio, the housing officer, indicated that he had personally visited each multiple dwelling in the area, and has confered with Negro airmen, and with civic organizations and community leaders in an effort to find adequate housing for all Myrtle Beach personnel.

3. Actual Integration

Of the 15 facilities declared open only three actually have racially mixed tenancy. There is a possibility that the other 12 have no intention of renting to Negroes but decided that they need not declare this as their policy.

We were informed that at least two facilities that are listed as being open, and nonintegrated had been tested by Captain Saccio and refused to rent to Negro airmen. There has been no across the board testing, but it is fair to assume that in Myrtle Beach as in Columbia and Sumter many "open" facilities do not in fact rent to Negroes. However, as of June 28, 1968 there were merely 23 Negro servicemen living off base and only 10 of them were directed to their housing by the Off-Base Housing Office. These facts may indicate that the low percentage of integrated facilities could also be due to the small number of Negroes at the Base and the insignificant number who have been referred to open facilities by the Base Housing Referral Office.

4. Deletions from Survey

Since the initial census, the Base Commander has dropped 15 facilities from the survey. The reasons that he provided to the Department explaining his actions varied; some were apparently valid while other appeared to be invalid. Ten facilities were deleted from the survey because it was determined that they had less than five units, would not rent to any military personnel, had gone out of business, were merely open on a seasonal basis, were a bad environment for military personnel or were un-

sanitary. Six of these housing facilities had closed rental policies as did the four facilities that the Commander deleted for such falacious reasons as he was not able to bring about a change in their segregated policies or that they merely rented space for trailers, but not trailers themselves. The reasons given for dropping these four facilities were in overt violation of the DoD program and the Department so indicated in the master list of surveyed facilities. Our interview with Base officials disclosed that one of these five facilities was legitimately deleted because it refused to rent to any military, however, DoD apparently did not allow the deletion because the reasons originally given for the deletion were not sufficiently clear. A deletion accepted by the Defense Department was based on the owner's refusal to cooperate with the Housing Referral Office and the fact that the facility was allegedly too far from the Base. These reasons are entirely invalid since there are other facilities included just as far from the Base and refusal to cooperate requires sanctions not deletion. In any case, the Base has not received any official notice from DoD indicating that any of the deletions were improper. However, the Base Commander and the off-base housing referral officer admitted to us that they were mistaken in deleting four facilities; the one the Defense Department did not comment on (see above), and three others which were deleted because they rented only trailer space and not trailers. These four facilities should now be relisted on the survey.

The Base should be required to carefully consider and submit detailed reasons for the deletion of any facility. DoD must also officially notify

the Base immediately of any deletion they disapprove of, as well as explain to the Base the reason for their refusal to allow that deletion.

5. Housing Referral Office:

The Housing Referral Office at Myrtle Beach Air Force Base is staffed full time by a Captain and an airman neither of whom are minority group members or have had any formal experience relating to housing or civil rights. Captain Saccio, however, exhibited considerable aptitude for, and commitment to, this program. These two men were due to be replaced by three civilians, by fall 1968, but no money was appropriated for the program.

The procedures followed at Myrtle Beach requires that all servicemen, upon arrival, report to the Housing Office and complete a form indicating whether assistance in finding housing is requested. If assistance is desired, the serviceman is then directed to complete a card detailing his housing needs. All appropriate open facilities are then called to determine vacancies. If the servicemen is white, he is given the list of all prospective facilities to contact, but if he is a Negro, he is personally accompanied to each facility which reported a vacancy. Each serviceman is required to report his experiences and eventual choice in housing to the Housing Referral Office. Base officials have taken several other steps which affect the operation of the Off-Base Housing Office. These steps are described in the section on affirmative action.

6. Effect of Program:

Of the housing units listed as open, 72 percent are trailer courts. Clearly, Negro servicemen have a very limited choice in housing facilities in the Myrtle Beach area. In addition, we were informed by Base officials that the living conditions of off-base Negro servicemen are generally far less adequate than are those of white servicemen of equivalent rank. The Base is fully aware that these differences are a result of racial discrimination. Although their efforts to eliminate these inequities have been far greater in number and creativity than those of the other two bases visited, the housing situation has not improved significantly.

7. Affirmative Action:

The Base officials in charge of the Off-Base Housing Program have made the following contacts in order to secure open housing for Negro servicemen:

a. Numerous contacts with the Mayor and city manager

b. Contact with the Myrtle Beach Board of Realtors

c. Contact with individual property owners

d. Meetings with the local ministerial association

e. Contact with the local head of the NAACP and Negro leaders in the community

f. Contact with prominent members of the area business community concerning possible financing and construction of housing facilities which could be used by military personnel

g. Contact with the FHA concerning the possibilities of low-income housing in the Myrtle Beach area

h. The Commander is a member of the Community Bi-Racial Council and this issue has been discussed at their meetings

i. Captain Saccio, Director of the Off-Base Housing Referral Office has personally visited every facility and realty office in the entire Myrtle Beach area

j. Advertising for housing is not allowed in the Base newspaper unless the facility advertised is listed as open to Negro servicemen

k. The Housing Referral Office has tested the open declaration of two facilities by sending a Negro serviceman and then a white serviceman to that facility to apply for housing

l. Negroes are accompanied individually to each prospective housing unit by Captain Saccio following phone calls by the Base to determine if a vacancy exists

m. The Base has shown itself to be interested in and sensitive to the problems of minority group members of the Myrtle Beach community by sponsoring such things as parties and entertainment for underprivileged children and by volunteering and actually lending Base equipment

to help clear a slum lot in a Negro area for a ballfield

n. All servicemen who live off base and leave the base or move into on-base facilities are required to inform the Housing Office of the address of the off-base facility they are vacating (Items N, O and P were initiated because of the acute shortage of year-round adequate housing for servicemen)

o. The Base guarantees that all aspects of the housing unit that servicemen rent shall be maintained. Owners of facilities with military tenants are encouraged to call the Base if any trouble occurs concerning any resident serviceman

p. In order to give servicemen the first opportunity to fill vacancies, the electric company notifies the Base whenever the power is cut off in any facility

The affirmative action program at Myrtle Beach Air Force Base is by far the most extensive we have yet encountered. Captain Saccio, the off-base housing officer, has exhibited creativity in the implementation of the program. His efforts reflect a sensitivity to the problems of Negro servicemen and a desire to work to overcome those problems.

However, the amount of progress achieved by the Base has been relatively slight according to statistics. Furthermore, Base officials stated that the construction of new facilities has been the most effective way to improve the opportunity for Negro servicemen to obtain adequate housing in the Myrtle Beach area. Although in some respects the Base may have a significant impact on the local business community, realtors and housing facility owners are not dependent on the military to rent their facilities and in most cases landlords prefer to rent their property only during the summer season. The total rent charged to tourists for the three month period starting in June is almost the equivalent of what most military personnel can afford to pay for a twelve month rental. This situation has made the imposition of sanctions an impotent threat to most property owners.

However, the Base does not appear to have gone all out in its efforts to overcome what the Commander called the "redneck influence." An example of a lack of forcefulness that occasionally is evident in its program is that a housing facility, which is adjacent to the Base, uses the Base sewage facilities, and is primarily inhabited by servicemen, maintained a "white only" policy from the beginning of the program until March, 1968, when after months of negotiating, the facility changed its rental policy. The change was a result of a civil rights clause inserted in the expired sewage contract. We were informed that the owner of the facility has built his own sewage disposal system and is soon expected to reinstate his closed policy. The Housing Referral Officer tested the open policy of this facility by sending Negro and white applicants and found that the

facility was in fact closed despite its open declaration. Yet, the off limits sanction has not been employed, and the Commander told us the same thing that we had heard at the other bases we had visited; that the selective use of the sanction with regard to this facility, and any subsequent use of the sanction, could have detrimental effects on the progress that has been made with the community and would only worsen the already serious housing shortage in Myrtle Beach. The DoD program with its Secretarial mandate has been in effect for a year and a quarter. It is and has been for that whole period of time the duty of the Base Commander to evaluate the housing market and the extent of discrimination prevalent therein; to attempt to open that market to his Negro personnel; to use sanctions where cooperation is lacking and to develop alternate housing for those men who must move from segregated facilities when the sanction is imposed. Secretary Clifford's recent order recognized these obligations of the commanders and base officials will no longer be able to hide behind the beligerency of the community they are supposed to change. The Commander of Myrtle Beach Air Force Base should have been more forceful in implementing the action part of the DoD program.

Captain Saccio and Colonel Nichols, the Base Commander, have used their influence to encourage the construction of new facilities, but unfortunately these facilities wind up being almost all Negro. In spite of some flaws in their program and their fear of a confrontation with the local realtors, the officials at Myrtle Beach Air Force Base have attempted and succeeded in doing more to further the chances of their Negro personnel getting adequate integrated off-base housing than any of the other bases we have studied.

MYRTLE BEACH AIR FORCE BASE [1/] --

Military Personnel [2/]

2,193 - total personnel

9% (203) are Negro

23% (462) of the non-Negro personnel live off-base

28.5% (58) of the Negro personnel live off-base

269 - total number of servicemen listed as living in surveyed facilities [3/]

Off-Base Housing [3/]

1064 units (31 facilities) were surveyed as of May 31, 1968

49% (467 units) were open [4/] (15 facilities)

51% (599 units) were closed [5/] (16 facilities)

72% (341) of the open units are trailer courts (9 facilities)

Community Data

Myrtle Beach, S. C. - nearest community

75,300 - total population of "commuting area" (45 minutes from base)

25% (18,800) of the population of the commuting area is Negro

There are no applicable open housing laws.

1/ All data supplied by DoD

2/ Data as of September 30, 1967

3/ Data as of May 31, 1968

4/ "Open listed" and "Open" categories are combined

5/ "Not open, won't change," "Not open, will change" and "Refusal" categories are combined

MYRTLE BEACH USAF May 31, 1968

	Open, Listed (A*)	Open (A)	Not Open Won't Change (B)	Not Open Will Change (C & D)	TOTAL
Apartment Buildings	4(97)		2(12)	6(82)	12(191)
Trailer Courts	7(283)	4(87)	1(28)	7(477)	19(815)
TOTALS	11(380)	4(87)	3(40)	13(559)	31(1006)
Percentage	35(36)	13(8)	10(4)	42(52)	

FACILITIES RETAINED IN SURVEY AS OF MAY 31, 1968

Facilities surveyed that have resident military personnel - 17 (674 units) 55% 1/

Declared open that have mixed racial occupancy -- 2 facilities (106 units) 16% 2/

1 Apartment Building

1 Trailer Court

26 servicemen

Declared open that have only white occupancy -- 7 facilities (249 units) 41% 2/

2 Apartment Building

5 Trailer Courts

87 servicemen

Declared closed that have only white occupancy -- 8 facilities (319 units) 49% 2/

4 Apartment Buildings

4 Trailer Courts

148 servicemen

1/ Percent of total number of facilities surveyed

2/ Percent of total number of facilities surveyed that had resident military personnel

Facilities retained that have no resident military personnel -- 14 (362 units) 45% 1/

Declared open that have mixed racial occupancy -- 1 facility (27 units) 8% 2/ (two facilities were combined)

1 Trailer Court

Declared open that have only white occupancy -- 1 facility (20 units) 8% 2/

1 Trailer Court

Declared open that have only Negro occupancy -- 1 facility (7 units) 8% 2/

1 Apartment Building

Declared open, racial occupancy unknown -- 3 facilities (34 units) 21% 2/

1 Apartment Building

2 Trailer Courts

Declared closed that have only white occupancy -- 6 facilities (219 units) 46% 2/

6 Trailer Courts

Declared closed, racial occupancy unknown -- 2 facilities (61 units) 15% 2/

1 Apartment Building

1 Trailer Court

1/ Percent of total number of facilities surveyed

2/ Percent of the total number of facilities surveyed that did not have resident military personnel

FACILITIES DROPPED FROM THE SURVEY AS OF May 31, 1968

Facilities dropped that have resident military personnel -- 1 facility (9 units) 9% 1/

Declared open-racial occupancy not indicated -- 1 facility (9 units) 100%

1 Apartment Building

1 serviceman

Facilities dropped that had no resident military personnel -- 10 facilities (89 units) 91%

8 Apartment Buildings

2 Trailer Courts

Declared open that have racially mixed occupancy -- 2 facilities (4 units) 20%

1 Apartment Building

1 Trailer Court

Declared open that have only white occupancy -- 1 facility (35 units) 10% 2/

1 Trailer Court

Declared closed that had only white occupancy -- 6 facilities (38 units) 60% 2/

6 Apartment Buildings

Declared closed that had only Negro occupancy -- 1 facility (18 units) 10% 2/

1 Apartment Building

1/ Percent of total number of facilities dropped

2/ Percent of facilities dropped that had no military personnel

VJ

Armed Forces

#4

1963 STAFF REPORT

FAMILY HOUSING AND THE NEGRO SERVICEMAN

Submitted to the
UNITED STATES COMMISSION ON CIVIL RIGHTS

MS - file

MEMORANDUM January 27, 1967

To: Mr. James B. Hibben
Director
Urban Renewal Agency
Fort Lauderdale, Florida

From: Moreland Griffith Smith
Director of Urban Planning, SRC

-:-

Reference is made to your letters and memoranda. Enclosed you will find three (3) enclosures relative to the matters of labor, employment, and the potentials of a labor-civil rights coalition (note particularly: Ray Marshall, "The Roots of the Negro -- Union Alliance," The American Federationist, November 1966, p. 3).

I will be sending you additional data as I can locate it.

-:-

MGS/mmj
Enclosures
cc: Mr. Alcee Hastings

MEMORANDUM February 16, 1967

To: Mr. Smith

From: MMjohnson

Listed below are the foundations to which Sue Bresler's book: A Guide to Programs for Better Homes and Neighborhoods has been sent:

Leslie W. Dunbar
The Field Foundation
New York

Mr. John R. Coleman
Mr. W. H. Griffiths
THE FORD FOUNDATION
New York

Mr. Vernon A. Eagle
NEW WORLD FOUNDATION
New York

Mr. D. John Heyman
NEW YORK FOUNDATION
New York

Mrs. Deborah M. Cole
THE AARON E. NORMAN FUND
New York

Mr. David F. Freeman
ROCKFELLER BROTHERS FUND
New York

Mr. David Hunter
STERN FAMILY FUND
New York

Please make 3 cards for these

MS - file

MEMORANDUM March 29, 1967u

To: Mrs. Ruth H. Alexander; CC: Personnel Files

From: Moreland Griffith Smith
Urban Planning Project

Re: Mrs. Virginia Brown

Mr. John Boone and I have negotiated with Mrs. Virginia Brown to start work for SRC beginning April 1 (this date falls on a Saturday, therefore Mrs. Brown reports to work on Monday April 3, 1967) She is to be paid an annual remuneration of $5,000.00

I have the Personnel Vita Sheet and Pesonnel Information Form which we will have her fill in on Monday. If there is anything else I should attend to in this regard, please let me know.

March 29, 1967

M E M O R A N D U M

TO: Paul Anthony

FROM: Moreland G. Smith

RE: MAP FOR THE ATLANTA HOUSING STUDY

As you know, I have been most concerned that the Atlanta Housing Study be as good as can be done when it is published! I realize that everyone has put more time on it than it would seem Atlanta or <u>any</u> single city would warrant. Particularly when SRC is a <u>regional</u> Council and not an Atlanta council. This has been a concern of mine also. I have come to the conclusion the time taken by everyone indicates the magnitude and difficulty of the job before us and indicates the excellent buffering and maneuvering the white segment of any U. S. city has done in structuring a community of citizens treated on an unequal basis. It also amplifies the white community's dogmatic commitment to keep the status-quo. In the process of getting this AHS in its present form it has become increasingly apparent the commitment of the Negro business and professional to co-operate with the white institutions. Part of this is due to the Negro to try to protect his extremely hard earned gains. His present menial position was obtained at great cost and one can understand his reluctance to jeopardize it. In addition, it is my opinion, that the Negro citizens by and large are not aware of the magnitude of the problem to obtain equal opportunity and are expecting a simple and easy solution.

If you recall in the <u>NCADH</u> "A City Study" Atlanta's study comparatively stood up well. This was not because Atlanta's was good but rather indicates the universality of the problem. In other words, by doing the AHS <u>well</u> we are doing a study applicable not only to the region but also of national importance!

Memorandum
Mr. Paul Anthony - 2
March 29, 1967

You probably would not recall that the part of the NCADH ATLANTA STUDY which had the greatest impact and really set the tone of the Atlanta section was the accompanying MAP. Only through continued perserverance in prodding Sam and with the co-operation of the "Cartegraphic Laboratory" of the University of Wisconsin, have we come up with 7 negative and positive flaps which go to producing a AHS MAP (see central portion attached.) This map shows graphically the ATLANTA RESIDENTIAL PATTERNS of (1) Negro Areas (2) Transitional Areas (3) Areas in which 50% of the Homes need minor repairs (4) Areas in which 50% of the houses need major repairs (5) Public housing. In other words, this shows graphically and in one fill swoop the important effect of what the powers that be (government, finance, industry, realators, planners) have done and are doing by an artificial control of the Economic Laws of Supply and Demand through a controlled dual market! I don't believe this can be shown adequately in any other way.

Mr. Tommy Waler of Longino & Porter Printing, Inc. has given us the following prices

1,000	$_____
2,000	$_____
4,000	$$_____
6,000	$_____

I got the various quantities priced because I believe 1,000 would give me the supply needed if we just used it for UPP. 6,000 would be needed if it goes with the NEW SOUTH issue (5,000 for NEW SOUTH, 1,000 for UPP)

I cannot too strongly recommend that this be done!

Without it the AHS is not as good as it could be, not as clear and we lose completely the regional impact as a typical study and how drastic our actions must be if we effect Democratic equal opportunity for all motivated by the American sense of FAIR PLAY.

MGS/km

March 31, 1967

M E M O R A N D U M

TO: Paul Anthony

FROM: Moreland G. Smith

RE: MAP FOR THE ATLANTA HOUSING STUDY

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If SRC could produce a legal brief proving our point we would not need graphic aids. Because we cannot produce an air-tight thesis there is all the more reason we need graphic aids.

Mr. Tommy Walker of Longino & Porter Printing, Inc. has given us the following prices:

1,000	$_____
2,000	$_____
4,000	$_____
6,000	$_____

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Without it the AHS is not as good as it could be, not as clear, and we lose completely the regional impact as a typical study and how drastic our actions must be if we effect democratic equal opportunity for all motivated by the American sense of FAIR PLAY.

Moreland

Moreland Griffith Smith, FAIA
Director, Urban Planning Project

MGS/km

Enc.

Since the above was written Mr. Walker has furnished the attached quotation. Bob Anderson has ruled out the NEW SOUTH enclosure. ~~Therefore, therefore~~

Therefore, my strong recommendation is that we proceed with the 1000 - 17"x22" @ 298.00 as I badly need these to use locally!

Thanks!

Moreland

Longino & Porter, Inc. 196 MARIETTA STREET, NW, ATLANTA, GEORGIA 30303 A/C 404 523-8011

printers
lithographers
designers

March 30, 1968

Quotation to Southern Regional Council

Description Map

Quantities 1,000 2,000 4,000 6,000

Size (A) 17 x 22 (B) 22 x 34

Paper and Materials 70# Offset
70# Enamel

.25 / 5000

Art Work Camera ready copy flap art

Engravings None

Composition None

Process and Colors 2 colors - 7 shades of screens

148
2000 / 395.00
200
95
81
13

Binding

Special Packing Bulk

Delivery As requested

Prices

17 x 22	1,000	$ 298.00	22 x 34	1,000	$ 491.00
	2,000	395.00		2,000	641.00
	4,000	575.00		4,000	941.00
	6,000	750.00		6,000	1200.00

Other Specifications

This proposal is subject to the standard terms and conditions shown on the back of this sheet

Accepted _____ *19* ____ LONGINO & PORTER, INC.

Tommy L. Walker Jr.

Tommy Walker

Harry Adley

Moreland G. Smith

RECOMMENDATIONS TO MAYOR April 21, 1967

I have a meeting Wednesday morning in which I will need to use your redraft of the RECOMMENDATIONS TO MAYOR ALLEN. Therefore, I will drop by your office the first thing Wednesday to pick up a copy.

Would it be possible to have your telephone number where I could reach you Wednesday in case I have to?

THANKS.

I N T E R - O F F I C E C O R R E S P O N D E N C E

TO: Mrs. Virginia Brown

FROM: John Boone and Moreland Smith

DATE: May 9, 1967

SUBJECT: Priority on Work Load

Because we have so many that could be bringing work to you, Boone, Smith, Farmar, Ron Seivers, and Walter Anderson, there must be some semblance of consistency in the work flow. Therefore, we will use the following procedure:

1. Priority or approval for work processing will be handled as follows:

   a. Crime and Corrections -- Boone (Farmar only when Mr. Boone is out-of-town)

   b. Urban Planning -- Smith

   c. Any work submitted by/or for Anderson and Seivers, must be approved by Boone or Smith before it is processed.

2. First priority items will be marked URGENT in red pencil, and placed in the basket on Mrs. Brown's desk, marked UP-OUT. Material not urgent should be placed in the basket marked HOLD.

3. All other work will be processed in a routine manner, keeping a reasonable flow of work for C&C, as well as UP. If there is any back log, either Boone or Smith will indicate preference of work to proceed the following day.

JOB: John D. Boone MGS: Moreland Smith

Jim Wood
Paul Anthony

April 15, 1968

Moreland G. Smith
John O. Boone
Secretarial

As of April 1st, Mrs. Virginia M. Brown was here one year. As we have mentioned to you both, working for three (3) individuals, as Mrs. Brown is, is difficult to say the least.

We, therefore, recommend a pay increase of 10% as of April 1, 1968.

MGS:JOB/vmb

Copy of same to John Lewis - SRC

INTER-OFFICE CORRESPONDENCE

TO: Ed Stanfield

FROM: Moreland Smith

DATE: May 22, 1968

SUBJECT: Atlanta Meeting on Equal Opportunity in Housing

Attached hereto is a program, etc., on the Atlanta Meeting on Equal Opportunity in Housing. I have talked the matter over with Paul and he has agreed for SRC to assume the costs of some SRC staffers who would be constructive participants. Paul, particularly asked me to speak to you about attending.

Please let me know if you can, and I hope very much you will.

MS/vmb

Attachment:

INTER-OFFICE CORRESPONDENCE

TO: John Lewis

FROM: Moreland Smith

DATE: May 22, 1968

SUBJECT: Atlanta Meeting on Equal Opportunity in Housing

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Please let me know if you can, and I hope very much you will.

MS/vmb

Attachment:

INTER-OFFICE CORRESPONDENCE

TO: Mr. Moreland G. Smith & John Boone

FROM: Virginia M. Brown

DATE: September 1, 1968

SUBJECT: Resignation -- Effective September 15, 1968

Once again, and with all sincerity, I am submitting my resignation to become effective September 15, 1968.

I have obtained employment as secretary with the Federation of Southern Cooperatives and will commence my duties on the above date. I feel that the benefits being offered by this organization are worthy of my resigning.

I will not attempt to say how much I have enjoyed my work with SRC, but for my own happiness and well-being, I cannot continue any longer.

If I can ever be of service to you in the future, please do not hesitate to call upon me.

vmb

Paul Anthony
Moreland Griffith Smith

UPP Advisory Conference
November 19, 1968

In order to keep you posted on my thinking as it develops, I will give you an informal Memo as I think of additional suggestions.

Possible additional participants otherthan the SRC Officers, Executive Committee and Staff:

Planners
Leon S. Eplan
Eric Hill Associates, Inc.
75 Eighth Street, N.E.
Atlanta, Georgia 30309

Schools
John A. Parker, Chairman
Department of City and Regional Planning
University of North Carolina
Chapel Hill, North Carolina 27514
or
Ralph A. Bakenheimier
Department of City and Regional Planning
University of North Carolina
Chapel Hill, North Carolina 27514

HUD
Robert A. Thompson
Assistant, Regional Administration
HUD
Atlanta, Georgia

Youth
Peter Brown
3619 Baring Street
Philadelphia, Pennsylvania
(Formerly of Houston, recent graduate of the University of Pennsylvania)

Architect
Robert J. Nash
1211 Delafield Place, N.W.
Washington, D.C.
(Active in involvement of Negroes in AIA)

Your thoughts would be appreciated.

MEMO

ssa

TO: John O. Boone

FROM: Moreland Griffith Smith, FAIA

SUBJECT: UPP Conference

	for routing
	circulate
	answer
	return
	destroy
	to files

January 28, 1969

The all-day conference (UPP) is all set for Friday, January 31, 1969, at the Hilton Inn. It will start at 9:00 a.m. Looking forward to seeing you there.

MGS

38 Peachtree Circle, N.E.
Atlanta, Georgia 30309

DAMS
RS

Paul Anthony

Moreland Griffith Smith
UPP Advisory Conference, January 31, 1969

December 5, 1968

We have invited the following:

1. Mr. Leon S. Eplan
   Eric Hill Associates, Inc.
   75 Eighth Street, N.E.
   Atlanta, Georgia 30309

2. Mr. John A. Parker, Chairman
   Department of City and Regional Planning
   University of North Carolina
   Chapel Hill, North Carolina 27514

3. Mr. Robert A. Thompson
   Assistant, Regional Administration
   HUD
   Atlanta, Georgia

4. Mr. Walter L. (Bob) Smith, Director
   Low Income Housing Development Corp.
   Durham, North Carolina

5. Mr. David Epperson
   The Mayor's Committee on Human Resources
   429 Forbes Avenue
   Pittsburgh, Pennsylvania

Moreland Griffith Smith

MGS/mv

M-E-M-O-R-A-N-D-U-M

To: Paul Anthony

From: Author C. Campbell

Date: September 26, 1969

Re: Housing and Planning Program Development

Listed below are the things I have completed are am now working on:

- Helped develop a program for two summer interns assigned to the Housing and Planning Project. The interns did an evaluation of Youth participation in Model Cities while actually conducting a program in which young people participated.

- I have begun a survey of the literature on Housing giving special attention to the various definitions of the housing problem. This survey should produce a list of agencies that are involved in some aspect of the housing field.

- To give credence to our efforts in citizen participation in Model Cities and to our efforts in housing and planning in general. I took time to write an article on "Ghetto Residents' Participation inPPlanning Programs." This article is now being considered for publication by the American Institute of Planners' Journal. (Playboy's reply: "too specialized to meet our current needs")

- In view of the need to put our shop in order, I designed a system for organizing our existing supply of planning literature. The system should simplify the process of using information once it is gathered.

Presently, I am focusing my attention on developing a program for the next twelve months. I have not hesitated to think of radically altering the programs bailiwick; based on the assumption that a broadened but well defined program can be successful in attracting funds consistent with its scope. It was from this perspective that I entertain the following ideas:

- By mutual consent of the Council's staff, the HPP should concentrate in housing.

- Notes on evolving a program philosophy:

  1. Sporadic report generation will yield very marginal gains toward solving urban problems.

  2. Reports must lead to action. Any reports generated by this report must be part of a total approach. Before any study is undertaken, an assessment will be made of its probable results and how it will contribute to the overall efforts of the Housing and Planning Program.

  3. We will not be a party to any efforts that simply proposed new bodies or organizations (the proliferation of bureaucracies!) Without total comprehension of how much a proposal would contribute to problem solving.

  4. We will engage in planning that attempts to locate points of maximum leverage that could conceivably trigger other forces which would act to solve a given problem. Consistent with this philosophy , we seek in the HPP to get at basic problems and not attack conditions that are merely symptoms of a problem.

5. Increasingly we are convinced that much of the blame for plans not being implemented must be placed on planners. The reason being planners proposed grandiose schemes but give little attention to indexing available resources according to some time frame. Our emphasis is on making the processes of planning, action and production work together.

- Some Specifics:

1. By January 1, 1970, we shall have completed a survey of low-income housing activity in the region. Presumably, such a survey would create an awareness of the housing problem and suggest ways for SRC's involvement.

2. Our initial assessment of the housing problem provide a temporary conclusion. The Housing problem is primarily one of design, production and delivery. Obviously the client-architect - builder relationship does not work for poor people. A considerable ammonntoofkknowledge has been developed on the design and production of low-cost housing in experimental situation. Delivery of this innovative housing to poor people is still a major problem. It seems that the points of maximum leverage in this situation are the following: (a) strict codes that do not permit innovative housing; (b) a derth of skill labor and (c) financing the production of housing.

Conceivable, we might select a city and conduct a study of the effect that city's building codes have on housing supply for the poor.

3. Develop a compnnent for providing planning education and creating resource awareness in low-income communities. Assumption: The Community Organization Project has discovered groups that are interested in community planning (after organizing themselves) but who do not know what steps to take or what aid is available. Proposal: conduct strategically located planning education workshops that would serve as a forum for communities within a predetermined radiosto familiarize themselves with the advantages and techniques of planning. Long Range Service: Continuous planning assistance to groups requesting it,would be part of research capacity of HPP. (Note: a program of this type, provided funds become available, might mean creating a program in planning similar to VEP.)

4. Will develop a master list of available government and private funds for various kinds of urban development projects. This is a necessary componenomponent of our research function of provideing assistance to community groups.

5. After a twelve minth period we should be sufficiently knowledgeable to propose meaningful and relevant policies on various planning problems, in cities and states throughout the region.

M-E-M-O-R-A-N-D-U-M

January 6, 1970

To: Moreland Griffith Smith

From: Arthur C. Campbell

Mrs. Pat Connell called Tuesday, January 6th to obtain assistance in raising funds to sponsor a black architectural student on a trip abroad. Pat Connell is an architectural professor at Georgia Tech who is developing an urban design program. She was able to give the following information about the project:

Georgia Tech Y promotes a program that sends students to Russia, Germany, Austria and other foreign countries for a period of 2½ months.

A black student wanted to go in 1968 but was unable to raise the $1,500.00 required.

Mrs. Connell feels that sources exist in the city that are willing to underwrite the cost of sending a black student on one of these trips.

I suggested that if she would send us detail information, you might be able to put it in the hands of some groups or individuals who might be interested in helping to finance such a trip.

M-E-M-O-R-A-N-D-U-M

August 26, 1970

TO: Moreland Griffith Smith
Robert Anderson

FROM: Horace Barker

RE: Housing Study

Attached is a suggestive list of questions about housing issues in New Orleans and perhaps in other major southern cities. Suggestions for additions and deletions are welcomed.

M-E-M-O-R-A-N-D-U-M

September 29, 1970

To: Moreland Smith
Robert Anderson

From: Horace Barker

Re: Suggested follow-up questions for Robert Affeldt

1. It has been reported that Shermon Unger (the conservative HUD General Counsel) was forced on Romney by the White House. Can you confirm or deny? Do you believe Unger was deliberately based at HUD to keep the EO program "in check." For example: To prevent implementation of an enforcement program? How strong is the possiblity that the new G.C. will be more receptive to more effective enforcement?

2. What other personal changes do you feel are necessary in order for HUD to have an effective program such as you outlined in your resignation statement?

3. You point out that Frank Fisher was fired from his position as Regional Administrator because of "over-enforcement." In what specific programs did he cut funds and for what cities? Is he the <u>only</u> production administrator to do this?

4. You say there is a "pressing need today to publish guidelines defining discriminatory practices upon the part of private institutions such as builders. . ." How would you describe the reason for this inaction? Does it involve a lack of initiative, commitment, and administrative expertise on the part of EO officials? Or, have guidelines been proposed but held up by the White House or, other political considerations? Or, does the strucuture and organization of HUD singly permit the program directors so much power that their objections can't be overcome?

5. On page 7, you indicate that in 1968, many federal agencies sent HUD proposals for abiding by Section 808(d) "A summary of the reports was made by HUD. The matter ended there . . ." Would it be possible for us to get a copy of the summary for background information if not for publication?

MEMO

mgs

TO: Paul Anthony

FROM: Moreland Griffith Smith

SUBJECT: President's Commission on Civil Disorders

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to files

As I am sure you are well aware, I very seldom get around to reading the SRC Reading File, what with keeping well occupied at "tilting at my own Windmills." However, I did happen to see your letter to Mr. Bergheim concerning SRC's staff confrontation with the two PCCD staff people.

I must say I agree completely with Miss Friedman's memo and the thought expressed in the New York Times letter to the Editor. Furthermore, although both you and Mr. Harvey Friedman have used the term "group therapy session," the only one that needed any therapy was Mr. Friedman! I felt the SRC staff gave him some material he needed badly, if he was perceptive enough to permit it to register!

As mentioned in my report at the SRC Annual Meeting, I felt this was one of the greatest performances SRC

MORELAND GRIFFITH SMITH
F. A. I. A.
MONTGOMERY, ALABAMA 36106

MEMO

mgs

TO: Paul Anthony

FROM: MGS

SUBJECT:

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has ever given. I was proud of everyone there, but most particularly of John Boone, and I must go on record stating that the SRC staff should be commended rather than slapped with "please express my regrets to Harvey," as in your letter of November 10, 1967 to Mr. Bergheim.

MORELAND GRIFFITH SMITH
F. A. I. A.
MONTGOMERY, ALABAMA 36106

MEMO

MGS

TO: Paul

FROM: Moreland

SUBJECT:

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As you will note from Mrs. Mervis letter, she did not mention expenses or honorarium. Not wanting to bother you during the "pressure time" of the Ford presentation, I telephoned Mrs. Mervis to settle this and time, etc. My memo to her attached will cover everything but the $.

I told Mrs. Clayton that expenses would be covered, but I did not know about the honorarium. I would post her after I knew about that.

MGS/vmb

MORELAND GRIFFITH SMITH
F. A. I. A.
MONTGOMERY, ALABAMA 36106

M-e-M-o-R-a-N-d-U-m

To: Moreland Griffith Smith

From: Arthur C. Campbell

Re: Fairfield, Alabama

Arrangements have been made to have William Edwards, a housing specialist with the Foundation for Co-operative Housing, meet with the group in Fairfield.

Edwards' experiences with the Foundation gives him some understanding of how to put together non-profit sponsorship corporations. His experience should meet the groups immediate needs.

The financial arrangement call for us to pay his expenses plus a set fee of $50.00. He will submit a written appraisal of the situation to the citizen group and send a copy to us.

I have asked Horace Barker to attend this meeting.

M-E-M-O

To: Moreland Smith

From: Mozell Varner

As of today, I will only be responsible for work relating to the council or with your position with Tuskegee Institute.

The many varied duties that I am expected to do for both you and John Boone relating to the Council does not allow me the time to do personal xeroxing in large amounts. I will do xeroxing if it does relate to the Council.

If you would like to discuss this with me, I will be free anytime of the day.

M-E-M-O-R-A-N-D-U-M

To: Paul Anthony

From: John O. Boone

Re: Request for persons to do research interviews.

I believe graduate students of Social Work is the most feasible source of securing interviews in Atlanta. Naturally, there will be varying degrees of sophistication in their skills of applying this technique. I talked to Mrs. Lillian Wynn about this request and she was interested. She wondered how much time would be involved and wanted to know whether or not the financial opportunity would be appropriate reward for the students. She suggested that you have the researcher to contact the school and provide as much detail as possible.

Mrs. Genevieve T. Hill, the Acting Dean was responsible for the total Casework Program and continues to assume some responsibility in this connection. She may be reached at the Atlanta University, School of Social Work. The telephone

No. ~~0~~s 524-6431.

JOB/mv

MS and AC

Wall Street Journal 2-27-1974

Housing Agency Picks 22 Concerns to Build Models Utilizing Best of Existing Methods

By a WALL STREET JOURNAL *Staff Reporter*

WASHINGTON—The Department of Housing and Urban Development named 22 winners in the competition to build prototype housing systems under "Operation Breakthrough," the Nixon Administration's major effort to solve the nation's housing problems.

More than 2,000 model housing units for all income levels will be built by the companies on 10 previously announced sites, Housing Secretary Romney said at a press conference. Construction is expected to start this summer, Mr. Romney said, and the units will be added to the nation's housing supply within "a year or two."

Operation Breakthrough seeks to achieve volume production of housing by encouraging state and local officials to aggregate large land areas and by stimulating new cost-cutting housing technology. About 236 housing producers initially entered the technological competition. This number was reduced to 37 last December, and yesterday the 22 final winners were announced.

Winners Are Listed

The winners and their headquarters are Aluminum Co. of America, Pittsburgh; Ball Brothers Research Corp., Boulder, Colo.; Henry C. Beck Co., Atlanta; Boise Cascade Corp., Boise, Idaho; Christiana Western Structures, Los Angeles; Descon-Concordia, Montreal; Forest City Enterprises Inc., Cleveland.

General Electric Co., Philadelphia; Hercules Inc., Wilmington, Del.; Home Building Corp., Sedalia, Mo.; Keene Corp., New York; Levitt Technology Corp., Lake Success, N.Y.; Material Systems Corp., Washington, D.C.; Module Communities Inc., Yonkers, N.Y.

National Homes Corp., Lafayette, Ind.; Pemtom Inc., Bloomington, Minn.; Republic Steel Corp., Youngstown, Ohio; Rouse-Wates, Columbia, Md.; Scholz Homes Inc., Toledo; Shelley System, San Juan, Puerto Rico; Stirling-Homex Corp., Avon, N.Y.; TRW Systems, Redondo Beach, Calif, an operating group of TRW Inc.

The total cost of the awards hasn't been determined, Mr. Romney said, but the amount of money involved in each contract will be disclosed as final contracts are negotiated with each of the winners.

Other Technology Under Study

The 22 winning proposals amount to the best of existing technology, the Secretary said. Still being studied are 365 proposals covering more advanced technology; winners in this category will be announced in a few weeks.

Mr. Romney said yesterday's winning proposals all employ, to varying degrees, industrialized techniques ranging from complete production of modules in a factory, to on-site assembly of completed panels and other components, to on-site poured concrete systems. "Taken together," the Secretary declared, "these systems accelerate the introduction of the industrial revolution for the production of homes."

In appearance, most of the systems are conventional, which Mr. Romney said "is necessary to contribute to current marketability and consumer acceptance." Seven of the systems use concrete, six use wood, five use metal as structural framing, two use plastic foam-core panels or modules and two utilize plastic fiberglass materials. "As a group," the Secretary said, "this represents a (switch) from potentially scarce wood to the innovative use of concrete, metal and plastic systems."

Innovations Highlighted

Mr. Romney mentioned these innovations:

—Material Systems and TRW Systems will build plastic fiber glass systems, each using a different technique. The Material Systems technique involves spraying a mixture of glass fiber, resin and sand onto a mold to form a wall-size panel; the TRW process winds fiber glass cloth and other materials over a large revolving core to produce modules.

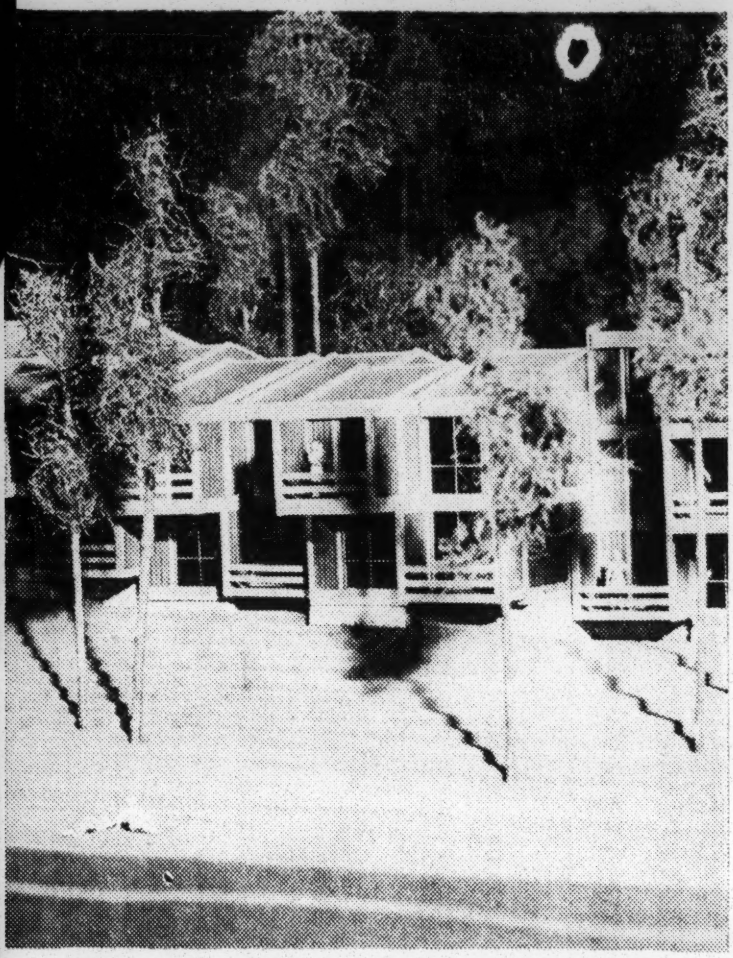
—The Keene system involves an innovative configuration that would, in a sense, "create land" in the dense inner-city. At intervals of three stories, concrete platforms are constructed on which dwelling units are placed in a manner that leaves walking space in the front and garden space in the rear, advantages similar to those of ground-level units.

—The Shelley System method offers two advanced techniques. It utilizes complete precast concrete modules and stacks them in an unusual checkerboard manner to create additional usable space and to lower costs.

—Other proposals offer innovative subsystems. These include water-conserving vacuum toilet systems by National Homes; wall-length plywood with glass fiber surface, to avoid plaster and dry-wall seaming problems, by Christiana Western, and totally self-contained mechanical systems for different zones of the house by Republic Steel.

Mr. Romney said most of the selected producers will build their prototype housing units on at least two sites, and all sites will contain a variety of housing types and price levels. "We don't want these units to be identified as units for the poor," he emphasized, "because they are not just for poor people but for all income levels."

The 10 sites, previously announced, are Houston, Indianapolis, Jersey City, Seattle, Memphis, St. Louis, Wilmington, Kalamazoo, Mich., Macon, Ga., and Sacramento, Calif.



MODEL OF BOISE CASCADE'S MACON HOUSING
HUD Paid $680,000 for Steel-Frame Modular Design

JOBS FOR 70

Arabi to Get Plant For Modular Homes

ARABI, Ga.—Boise Cascade's Housing Development Division will erect a 42,000-square-foot plant in this South Georgia town to assemble "advanced concept modular housing."

The facility should be ready by May to start hiring 70 workers, according to W. L. Hooper, division general manager, who is headquartered in Atlanta. The first project will be to produce 50 townhouses and garden apartments for an "experimental showcase" at Macon, he said, with work starting on-site by summer.

The design of the housing was produced by Boise Cascade under a $680,000 grant from the U.S. Department of Housing and Urban Development. Construction at the Macon site will also be under a HUD contract, although final terms have not yet been worked out.

According to Hooper, the division had to meet HUD standards for modular housing than are higher than those in construction requirements. He pointed out the design features high noise insulation and superior fire safety features.

When in full production the Arabi plant will be able to turn out three modules a day. Hooper explained that it takes two units to form an apartment and four for a garden apartment.

New Harland Office

J. William Robinson of Atlanta, president of the John H. Harland Co., one of the na-

Georgia Institute of Technology

A Survey of Existing Open Housing Laws As Related to Private Housing: Their Effectiveness and Limitations

City Planning 600

Prof. Roger F. Rupnow

December 8, 1967

Douglas E. Wendell

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W.S. Smith
18 Apr '68

Present open housing legislation in the United States deals with a wide array of housing discrimination and housing policy. Statutes generally apply to public housing, private housing financed with public funds, and "private" private housing, i.e. housing in which no public funds are invested or no public agency has any jurisdiction. This report will discuss only those statutes which pertain to the category "private" private housing. The majority of recent controversy in the U.S has been over this type of legislation and its constitutionality and effectiveness.

Survey of Existing Legislation

At last count, sixteen states in the United States had some statute which dealt with, and prohibited discrimination in the sale or rental of private housing. These states are: Alaska, California, Colorado, Connecticut, Indiana, Maine, Massachusetts, Minnesota, New Hampshire, New Jersey, New York, Ohio, Oregon, Pennsylvania, Rhode Island, and Wisconsin. In addition, the constitution of the state of Michigan has been construed by the attorney general of that state as banning discrimination in all types of housing including private housing. The territories of Puerto Rico and the Virgin Islands also have strict statutes prohibiting discrimination in all types of housing.

Source

Many municipalities in the United States also have ordinances or statutes prohibiting discrimination in private housing on the basis of race, religion, color, or national origin. Although it is not possible to construct an exact count, the author estimates that at least one hundred cities now have some form of private open housing law. Among these are: New Haven and New London, Connecticut; The District of Columbia; Chicago, East St. Louis, and Peroia, Illinois; Ann Arbor and Grand Rapids, Michigan; New York, New York; Albuquerque, New Mexico; Oberlin, Ohio; Erie, Philadelphia, and Pittsburgh, Pennsylvania; and Madison, Wisconsin.

All state and local legislation in this area is remarkably similar. This similarity no doubt stems from legislators or municipal authorities "treading lightly" in a politically sensitive area and adopting only previously tried solutions rather than innovating. The following section will illustrate the typical range of discriminatory activities covered, exemptions to the law, and the procedure for its enforcement.

Citation of Typical Legislation

General Clause- All states have a general clause in the statute stating that discrimination is prohibited and usually that it is contrary to the public welfare. The following excerpt from the Colorado Statute is illustrative.

> It shall be an unfair housing practice and unlawful and hereby prohibited: (b) for any person having the right of ownership, or possession, or

> the right of transfer, rental, or lease of any housing: To refuse to transfer, rent, or lease, or otherwise to deny to or with-hold from any person, persons such housing because of race, creed, color, sex, national origin, or ancestry; to discriminate against any person because of race, creed, color, sex, national origin, or ancestry in the terms, conditions, or privileges pertaining to any housing, or the transfer, rental, or lease thereof....[1]

Exemptions- Exemptions to the law apply almost exclusively to owner occupied structures of up to four dwelling units. Almost all states exempt these units with only Alaska and Michigan covering the sale or rental of all types of housing. About one half of the statutes cover both sale and rental of non-exempted dwellings and about one half cover only rental of housing in non-exempted dwellings. The New Jersey law is typical.

> .... the provisions of this act shall not apply (1) to the sale or rental of a dwelling, or of a portion thereof, containing accommodations for not more than 3 families, one of which is maintained by the owner at the time of sale or rental as the household of his family, or;(2) to the sale or rental of a dwelling, or a portion thereof, containing accommodations for not more than 2 families....[2]

Inquiry and Advertising Clause- Most states attempt to prevent circumvention of the law by providing that:

> It shall be unlawful: ... 3. for any owner ... to make or cause to be made any written or oral inquiry concerning the race, color, religion national origin or ancestry of a person seeking to purchase, rent, or lease... for the purpose of violating any of the provisions of this part.[3]

> [or that:] It shall be an unlawful discriminatory practice..For any person to: Print, publish or circulate any statement or advertisement relating to the sale, lease or acquisition of any commercial housing... which indicates any prefer-

> ence, limitation, specification, or discrimination based upon race, color, religious creed, ancestry, or national origin. [4]

Finance Clause- As will be pointed out later in this paper, these provisions attempt to eliminate one of the key means of perpetuating existing segregation policies in housing- that of denying to the negro the economic ability to purchase housing and denying to the builder the economic means to build non-segregated housing. The Washington D.C. regulations are illustrative.

> It shall be a violation of these regulations for any person to ... Refuse to lend money, guarantee a loan, accept a deed of trust or mortgage, or otherwise make funds available for the purchase, acquisition, construction, alteration, rehabilitation, repair or maintenance of real property, or impose different conditions on such financing.... [on the basis of race, color, religion or national origin][5]

Implementation- Almost universally, open or fair housing laws provide for a system of implementation or enforcement as follows. Any person who feels that he has been discriminated against in a manner covered by the applicable statute may file a complaint with the state's anti discrimination (members usually appointed by the Governor), commission, or its equivalent. In this complaint, he must name the person or persons who have allegedly discriminated against him. The commission then makes or has made by one of its officers or agents, an investigation of the charges of the complaint.

at what level?

If the commission finds evidence to support the

claim of discrimination, it attempts to eliminate the practice by "conciliation and persuasion." If the attempts at persuasion fail, formal hearings are convened with proper notice given to all parties concerned. If, on the basis of these hearings, the commission formally decides that discrimination has occurred, the commission can issue, or have issued by a court an order for the person violating the statute to "cease and desist" from such discriminatory practices.

Most states provide that a person so instructed must then sell or rent to the person complaining, the housing in question. All legislation provides for a fine (generally $100 to $500) and some legislation provides for a jail sentence(usually 10-30 days) for non-compliance with such an order. In addition, if the "cease and desist" order was issued by a court, the person failing to comply with it may be held in contempt of court and be prosecuted for contempt.

All statutes provide for judicial review of any decision of a commission and any order issued by a commission or court. Either party to the case, the complainant or the respondant, may appeal , usually to a superior court, for such review.

Constitutionality of Open Housing Laws

Although the United States Supreme Court has not directly ruled on the constitutionality of these laws,

those state and Federal courts which have ruled upon them have generally judged them to be a reasonable exercise of state and local governmental power. For example, the Ohio Court of Appeals, in ruling on a case which challenged the open housing ordinance of the city of Oberlin held that:

> The the ordinance, designed and enacted to prevent discrimination in the field of private housing, bears a substantial and reasonable relation to the health, comfort, safety, convenience, and welfare of the residents of the city of Oberlin, and is not an unreasonable, arbitrary or oppressive exercise of the police power. [6]

In addition, the U.S. Supreme Court, in a recent decision, upheld the judgment of the California State Supreme Court which declared unconstitutional California's controversial Proposition 14. Proposition 14 was an amendment to the California State Constitution (passed by the state's voters by a two to one margin) which would have nullified the state's two anti-discrimination laws relating to private housing. The proposition stated in part that:

> Neither the State nor any subdivision or agency thereof shall deny, limit or abridge, directly or indirectly, the right of any person, who is willing or desires to sell, lease or rent any part or all of his real property, to decline to sell, lease or rent such property to such person or persons as he, in his absolute discretion, chooses. [7]

The U.S. Supreme Court ruled that the proposition

was invalid because it would embody in the state's basic charter the "right to discriminate on racial grounds."[8]

Effectiveness of the Legislation

Open housing laws of the type described above have generally aided in the prevention of discrimination. The laws have "freed the white man rather than the negro" by removing the pressure upon owners of housing who wished to rent or to sell to negroes but faced social and possible economic reprisal if they did so. They have operated in much the same way that the public accommodations sections of Federal civil rights legislation have by giving the pressured owner the argument that " I have no choice- it's the law."

are you talking about "race, color or creed"

A second positive effect of this legislation has been its important but limited effect in giving the negro financial access to housing which he desires. By prohibiting discrimination in financing of real estate(see the Finance Clause above) open housing legislation works at the cause of both the limited supply of open housing and the limited ability of negroes to pay for such housing.

Those developers who have attempted to build on a non-discriminatory basis have usually met with limited access to funds. The with-holding of funds may affect the developer at any one of three levels. He may have trouble obtaining equity loans (for purchase of land), loans for construction costs, or mortgages on the

individual homes in his development.[9] A denial of funds at any one of these points may prevent completion of a development or prevent its financial success. Both these results act to perpetuate existing patterns of racial discrimination.

The main problem with the financial clauses of these laws is that they are very difficult to enforce. Despite the provisions of the Washington D.C. regulations cited above, it was still possible for the President of the Metropolitan Washington D.C. Mortgage Bankers Association to say in 1965, "Applications from minority groups are generally not considered in areas that are not recognized as being racially mixed."[10]

Perhaps the main value of these laws is that they create educational "demonstration cases" in those areas where they can be enforced. These cases drive home to realators and lending institutions the fallacy of the axiom that "when colored move in, values go down." (One study has demonstrated that in areas entered by negroes, prices for real estate actually go up about 44% of the time, remain unchanged about 41% of the time, and go down only about 15% of the time.)[11] If these demonstration cases, which hopefully will be closely watched by realators and lenders, can demonstrate the economic benefits to be gained by open housing, one of the most serious obstacles to open occupancy of private housing may be removed.

Limitations

The major failing of existing legislation is that it does not, in most cases, deal with the most prevalent area of discrimination in private housing. Any laws adopted on a local level have no effect on other political jurisdictions- the traditional problem of the central city being unable to control its surrounding suburbs. Since it is in the suburbs that the "hard core" of the problems lies (most people who move to the suburbs do so at least in part to avoid the racial problems of the central city) local legislation (most of which has been passed by "central cities" and not suburbs) by-passes the largest area of discrimination.

State legislation helps to correct this lack of coverage but its effect is seriously limited by two factors. First, being at a more distant administrative level, the legislation is more likely to be ignored or unenforced than local legislation. Second, most state statutes specifically exempt the single family owner-occupied dwelling and the owner occupied two or three family dwelling. Unfortunately, it is precisely this type of dwelling which comprises the major portion of the suburbs.

The problem of inability to "get at" the suburbs has been compounded by recent trends in the reapportionment of state legislatures. The shift in political

power resulting from the reapportionment of legislatures has resulted in some gains for the central city. However, the suburbs have been the major recipient of the new power. Because of ~~their~~ its added representation the suburban power structure has managed (usually with the aid of the local real estate lobby) to exempt single and two and three family dwellings from legislation.[12]

A significant factor in present resistance to open private housing has unfortunately been created by a portion of the negro community's actions during the summers of 1964-67. The riots and disturbances of these summers (ironically caused in part by housing discrimination) have generally strengthened the arguments of legislators concerning violation of private rights of property and of association by the proposed open housing laws. Private real estate dealers have expressed their concern that previously "neutral" sellers and landlords may have switched from a non-biased or slightly biased stand to a strict policy of "white only," as they have become convinced that integration and the presence of negroes in their area will create discord and possible violence.

Thus, in the area of private housing, a key area for all other aspects of race relations, the negro, realistically speaking, has made little progress. As a result of educational and job discrimination, he lacks the economic opportunity and resources to obtain housing on

What's they got to do with "OPEN HOUSING LAWS"

an equal basis with other Americans. As a result of housing segregation he lacks access to good school systems. Closed housing also deprives him of the opportunity to associate with those persons who are in what one might loosely call the"establishment", the upper middle class businessmen and executives who make a large portion of the employment and economic decisions in the United States. Without an association on an equal basis with these decision makers, it is virtually impossible for the negro to break down the barriers of ignorance and prejudice which confront him in all areas of life. The never ending circle continues.

?

Thesis about this

Footnotes

1. Colorado Rev. Stat. Ann. § 69-7-5(a), (b).
2. N.J. Stat. Ann. § 18.25-5. n.
3. Cal. Health & Safety Code § 35720.1.3.
4. Pa. Stat. Ann. tit. 43. § 955.5.
5. D.C. Police Regulations art. 45.Sec.3. (d).
6. Case cited in State and Local Government: Politics and Processes, G.T. Mitau, (New York: Charles Scriblners's Sons, 1966) p.569. (no legal citation given)
7. Const. of State of California. art I.sec. 26.
8. Reitman v. Mulkey. 18 Led 2nd 830.
9. Alfred Balk, "The Builder Who Makes Integration Pay," Harper's Magazine, July 1965, p. 96.
10. Eunice and George Grier, "Equality and Beyond: Housing Segregation and the Great Society," Daedalus, The Journal of the American Academy of Arts and Sciences, Winter, 1966, p.86.
11. Luigi Laurenti, Property Values and Race, (Berkeley, Calif., 1960), cited in Ibid, p. 83.
12. Charles Abrams,"The Housing Problem and The Negro," Daedalus,The Journal of the American Academy of Arts and Sciences, Winter, 1966, p. 70.

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Very Good. →

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WORKSHOP I - Low Income

Magnoria Smothers, Chm.

Katherine Wesson
Dorothy Sullivan
Mildred Anderson
Rose Mary Malone
Gillian Daugherty

WORKSHOP II - The Neighborhood

Gerri Fisher, Chm.

Judy Moss
Pat Johnson
Betty Sherwood
Mary Williams
Barbara Thompson

WORKSHOP III - Moderate & Upper Income

Doris Richardson, Chm.

Beth Hart
Ginger McDonough
Barbara-jean Turner
Marguerite Butler
Virginia Carrier

YWCA STAFF MEETING

October 30, 1970

" A HOUSE - A HOME !??

Panel: Trends in Housing and possible effects on residents - especially; single girls, married women, senior women; youth and children.

1. Present actions affecting Housing mobility, inflation, bias, other.

2. New concepts in Housing, to
   Help poor buy homes
   Cheaper construction
   Sponsoring Agents
   Open Housing
   Types of construction
   Financing Methods
   Other

3. Benefits and liabilities, in
   Renting
   Owning

4. Assistance from an Agency for Residents:

   a) In their present situation

   b) In moving into a new situation

   c) In bettering social conditions

Panelists:

Pat Chatman, Atlanta Community Relations Commission
Arnold Connell, Ga. Tech Prof. of Arc. and City Planning
Arthur Campbell, Southern Regional Conf.

Fred Thompson, Urban League

ATLANTA YOUNG WOMEN'S CHRISTIAN ASSOCIATION YWCA

We appreciate very much your willingness to serve on our Panel.

We will meet at the YWCA DEKALB CENTER, 2362 Lawrenceville Highway, Decatur, Ga. on Friday, October 30th at 9:30 a.m.

The Panel will make their presentation between 9:30 and 10:30. Following will be a question and discussion period, ending at 11 a.m.

There are several routes to our DeKalb Center..... We suggest the following:

From downtown Atlanta.....

Out Ponce de Leon (Scot Blvd) until you get to Highway 29.....Go straight out until you pass Rich's at North DeKalb Shopping Center. About 1/3 mile you will see our YWCA sign - our building is on the left.

ATLANTA YOUNG WOMEN'S CHRISTIAN ASSOCIATION

November 17, 1970

Mr. Arthur Campbell
Southern Regional Council
5 Forsyth Street NW
Atlanta, Georgia 30303

Dear Mr. Campbell:

We do so appreciate your coming and being with us for our Staff Panel on Housing. Your contribution to us was most beneficial.

However, I believe the most valuable part of the meeting was our becoming more closely acquainted in a cooperative relationship and doing a better job in serving the community.

This means, of course, we hope we will be seeing you again in the very near future.

Sincerely,

Virginia Carrier

S. Virginia Carrier,
Executive Director

SVC
mlh

524-3416

A UNITED APPEAL AGENCY

Association Building, 72 Edgewood Avenue, N.E., Atlanta, Georgia 30303 • Camp Highland, RFD No. 2, Smyrna, Georgia 30080 • Phyllis Wheatley Branch, 599 Tatnall Street, S.W., Atlanta, Georgia 30314 • Central Program, 72 Edgewood Avenue, N.E., Atlanta, Georgia 30303 • DeKalb YWCA Center

URBAN
EAST

Housing Consultants

Model Cities Housing Center

673 Capitol Avenue, S. W.
Atlanta, Georgia 30315
Phone 404 525-8822
404 875-0781

December 3, 1970

Mr. Horace Barker
Southern Regional Council
5 Forsyth Street, N.W.
Atlanta, Georgia 30303

Dear Mr. Barker:

Please find enclosed copies of the material promised you on December 3, 1970.

If we can be of further assistance to you, do not hesitate to call.

Cordially yours,

V. Borom

Victoria Borom (Mrs.)

VB:mg
Enclosure

WALL STREET JOURNAL, TUESDAY, JANUARY 19, 1971

AC

Nixon's Slow Start on Equal Housing

1/19/71 Wall STREET Journal

By MONROE W. KARMIN

WASHINGTON — The emerging Nixonian policy on equal housing opportunity seems likely to be patterned after the Administration's approach to school desegregation: A cautious effort designed to allay white fears and defuse an explosive political situation.

This is the direction Mr. Nixon signaled in replies to questions in two recent televised news conferences. It seems clear that while the President has yet to determine just what his housing policy will be, he has already decided what it must accomplish politically. It must assure suburbanites that the White House stands steadfastly opposed to "forced integration."

On the surface this promise resembles Mr. Nixon's pledge last spring on schooling: That he would resist all moves to bus children from neighborhood schools solely for the purpose of achieving "racial balance." Yet there is a major difference between schooling and housing.

In education, some states (Massachusetts, for example) and some courts had rendered affirmative declarations in favor of transporting pupils to achieve "racial balance." So the President, under pressure from Congress as well, was obliged to take a stand. He chose to proclaim opposition.

A Detestable Phrase

Housing is another matter. No legislative or judicial body that comes to mind has declared in favor of "forced integration." Nor has Secretary George Romney of the Department of Housing and Urban Development, the Cabinet member who does want to subsidize the construction of open occupancy housing in the suburbs.

Indeed, Mr. Romney has come to detest the phrase. "I think it was very unfortunate to have somebody coin the phrase 'forced integration,'" the Secretary told a recent press conference, "because I don't think anybody can say, with certainty, what 'forced integration' means. It's one of those phrases that mean different things to different people."

To some suburbanites, the phrase links the elements of "compulsion" and "race-mixing" into a spectre so terrifying that anxiety overwhelms reason. Thus, it has been one journalist's experience in travels throughout the country that "forced integration" has become a political code used by those whites who simply believe in racial separation. Many are the same folks who resisted school desegregation on grounds that the more natural way to integrate schools would be to integrate housing first.

Other suburbanites do question the wisdom of Federal housing policy, or what they believe to be policy, on grounds other than racial bigotry. It has been one journalist's experience that what these folks want from the President is enlightenment. What does Mr. Nixon expect from the suburbs to help him cope with the problems of the cities?

By opposing "forced integration," all Mr. Nixon has done so far is to flash a signal that, in housing as in schools, he is not going to move too far too fast. While the President may have allayed the fears of racial separatists, he still has not told other suburbanites what the Administration's desires are.

it is known, also leans toward legal action, but the White House is reviewing the matter.

If Mr. Nixon decides not to file suit, it will be evident that he intends to do very little on housing discrimination. But Blackjack is so "blatant," to use Mr. Romney's phrase, that the President may very well choose to unleash Mr. Mitchell. Yet such a decision, in itself, actually would reveal little about Administration policy. All it would say is that no community can obviously, overtly discriminate and expect immunity.

After all, as far as is known, Blackjack doesn't want Federal aid or, for that matter, anything to do with the Federal Government. The more difficult policy questions involve those communities that do want Federally aided improvements, and what they must do, or not do, to qualify for financial help. That's where the various civil rights laws that the President has promised to carry out come into play, particularly the fair housing provisions of the Civil Rights Act of 1968.

"It is the policy of the United States to provide, within Constitutional limitations, for fair housing throughout the United States," the act opens. And it concludes by directing the HUD Secretary to " . . . administer the programs and activities relative to housing and urban development in a manner affirmatively to further the policies of this title."

Mr. Romney has said repeatedly that he intends not only to move spiritedly against reported individual acts of discrimination, but that he interprets the mandate to act "in a manner affirmatively" to mean that he should bring to bear all the methods at his command to break down the barriers of racial discrimination.

However, this was before the 1970 election, and Blackjack, and discussions with Mr. Mitchell, and White House intervention. Now the Secretary talks in much more compromising tones. And the record of the past year shows some of the areas where Mr. Romney has ventured forth, only to retreat, and where Mr. Nixon has yet to declare himself.

Take zoning, for example. Earlier in his term Mr. Romney spoke out forcefully against zoning practices that discriminated against the construction of Federally subsidized housing open to all low and moderate income families. The Secretary even proposed to the last Congress legislation that would prohibit new communities formed in previously undeveloped areas from enacting such zoning.

Congress demurred, and now the Secretary says he won't re-introduce the proposal this year. The Blackjack suit, if filed, would be the Administration's first such court action against zoning, though it has carried to the appellate level a suit brought by the Johnson Administration against the city of Lackawanna, N.Y., which is trying to prevent the construction of a housing project for blacks in a previously all-white section of town.

Then there is the matter of withholding, or cutting off, Federal funds—the most powerful instrument in the Washington kit to bring about change in communities across the nation. Mr. Nixon's message last spring effectively mothballed this technique in the school desegregation controversy.

The most famous, or notorious, test case in housing came when Mr. Romney moved on Warren, Mich., a suburb of Detroit. HUD told the city that if it wanted to continue to receive urban renewal aid, it would have to take steps to eliminate racial discrimination. The department suggested a list of actions so long that it provoked a citizens uprising. Mr. Romney rushed to the battlefront for a confrontation, then backed down considerably and settled for the simple creation of a human relations commission. In the end, Warren voted to reject urban renewal altogether.

Water and Sewer Grants

Less conspicuously, HUD has been using its water and sewer grant program to pry open suburban areas to integrated low and moderate income housing. Fairborne, Ohio; Stoughton, Mass., and Waterloo, Iowa, all were threatened with not getting Federal funds if they didn't take steps to insure open housing. But now this campaign has slackened, and HUD spokesmen are quick to point out that these cities all were funded eventually and that no community has been denied funds because of racial discrimination alone.

At one point HUD Assistant Secretary Samuel Simmons put together an even more grandiose design that would have brought not only his department's programs but also those of other Federal agencies to bear on communities. But the idea has long since been put on the HUD shelf.

Now the President, himself, may be expected to speak out, not only in terms of what he will not do—force integration—but what he will do to carry out the law. If his school desegregation policy is an appropriate guide, it seems likely that caution will apply to housing, too.

Mr. Karmin, a member of the Journal's Washington Bureau, specializes in urban affairs.

Mr. Nixon knows that various civil rights

laws oblige him to promulgate a positive, as well as negative, policy on the equal housing opportunity issue. "We're going to carry out the law," the President pledged in his last televised press interview. "We're going to open up opportunities for all Americans to move into housing, any housing that they're able to afford. But on the other hand, for the Federal Government to go further than the law, to force integration in the suburbs, I think is unrealistic."

Translation of these broad remarks into precise policy is now in progress, occupying the President, Secretary Romney, Attorney General John Mitchell and the White House staff. The product seems likely to be similar to the one produced for school desegregation last spring.

Then the President, in a 19-page proclamation, promised to root out "de jure" school segregation, the result of law or deliberate acts by school officials. But he also advanced a variety of reasons for leaving undisturbed more subtle forms of racial discrimination and "de facto" segregation, that which arises from residential housing patterns.

The essential message of Mr. Nixon's thousands of words was to pledge action against only the most blatant forms of racial discrimination. Moreover, this action would take the form of law suits, not the more direct route of withholding Federal aid from discriminating school districts. In sum, the President produced a cautious policy designed to allay white fears and defuse an explosive political situation.

Just the other day Secretary Elliot Richardson of the Department of Health, Education and Welfare claimed great success for the policy, contending that it had contributed to the "unprecedented progress" in school desegregation during the current scholastic year and had resulted in the virtual elimination of the dual school system in the South. Yet the HEW report shows that 42% of black pupils in the South continue to attend schools with black enrollments of 80% or more.

The Case of Blackjack

Now the racial issue has reached the crisis point in housing, and another Presidential proclamation might seem to be in order for this spring. The flame that sent temperatures soaring, and brought the controversy to Mr. Nixon's desk, is the case of Blackjack, Mo., a suburb of St. Louis.

Blackjack was once a comfortable suburban community of some 4,000 white working-class citizens (estimated income range: $7,000 to $15,000 a year). But then Park View Heights Corp., a not-for-profit development corporation sponsored by religious organizations, purchased 11.9 acres of land in the area and prepared to build a Federally subsidized housing project for low and moderate-income families (estimated income range: $5,400 to $9,200 a year) of all races.

Originally the parcel purchased was zoned by St. Louis County to permit the construction of multi-family housing. But shortly after Mr. Romney's department approved the Park View Heights application for Federal subsidy, alarmed Blackjack residents incorporated themselves as a city. One of the first acts of the new city council was to zone out multi-family dwellings, including the proposed Park View project.

Secretary Romney has branded the Blackjack move a "blatant violation of the Constitution and the law," and has requested Attorney General Mitchell to file suit. Mr. Mitchell,

FEB 12 1971

JACKSON AREA COUNCIL ON HUMAN RELATIONS

A Chapter of the Mississippi Council on Human Relations

302 First Federal Building

Jackson, Mississippi 39201

Phone 948-0878

February 8, 1971

Mr. Paul Anthony
Executive Director
Southern Regional Council
5 Forsythe Street, N.W.
Atlanta, Georgia 30303

Dear Mr. Anthony,

The Jackson Area Council On Human Relations is concerned about the patterns of housing in Jackson. It appears to be moving in the direction of continued segregation,with areas moving from White to Black rather than towards integration. We therefore, voted at our last meeting to undertake a project of working towards a stabilization of our neighborhoods in terms of both integration and values.

To do this job most effectively, we would like to ask the Southern Regional Council for help in setting up our organizational structure and strategies. In particular we would like to ask that Mr. Art Campbell be made available to us. Mr. Campbell has already been in Jackson for preliminary discussions with Miss Joan Bowman and Mrs. Jane Schutt and has appeared before the full Council when we discussed and voted on this matter.

The Mississippi Council On Human Relations is giving full backing to this program and we hope to enlist the cooperation of other local organizations as well. We feel with the expertise your office can furnish, along with the efforts of our people, that we can help build a positive stable housing situation in Jackson.

Sincerely yours,

Dick Johnson

Dick Johnson
President

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the dayton view keystone

Dayton View is a neighborhood or group of neighborhoods comprising the Northwest Quadrant of the corporate city. Its roughly 30,000 citizens represent an ideal cross section of urban types. From the extremely poor white and black families in the inner extremity to the very wealthy blacks and whites toward the suburban tip -- there are large homes and small, new and old and comprising some of Dayton's heaviest concentration of Catholic, Jewish and Greek residents. Integration varies widely from 90% negro blocks to 0%. Physical blight, absentee ownership, dependency, delinquency and crime, racial tension and school problems are present in typical proportion to national urban character. Therefore, the City Commission of Dayton established the Dayton View Neighborhood Stabilization Project to effect physical, civic, educational, cultural and racial stability. To aid in these efforts the grant from H.U.D. ($1,200,000) for code enforcement, and H.E.W. Title V, P.A.C.E. grant ($967,000) for innovative school programs are essential tools.

Holding the white families, assuring negro home buyers a taut, healthy neighborhood and firmly committed to integration, we are successfully disproving the historical pessimistic mythology and isolating the virus of blight -- both physical and social. Such a laboratory as Dayton View offers close scrutiny of community systems which have, too long, failed to solve neighborhood and people problems. All of Dayton and the metropolitan area will learn from conclusions we draw. A few of these are the truth about

Realty and bank practices	White-black relations
Taxation and insurance	Racial and cultural integration
Municipal service patterns	Increased citizen interest
Police attitudes and services	Youth attitude and need
Schools' role in community	Behavior and crime patterns
Social service patterns	Need for legislative change
Dependency syndrome	Housing supply and ownership

Through research, observation and daily surveillance our Project promises to help remake the city to become more attractive and appealing. A cosmopolitan center, viable and wholesome as a place fit to enjoy culturally and racially and socially integrated living -- where families will wish to raise their children and find deeper, more gratifying value systems. Already cities for all their travail offer greater stimulation for service and civic opportunities. The schools are even now more vital but still hidden in the clouds of change and cultural revolution. The churches are wrenching their way to new roles and the cities' governments groping for greater relevance. There is promise in the cities compared to nothing in the suburbs. The trick now is to move through the choppy waters of this era to a new role for central cities. The Dayton View laboratory can show the way. It can help importantly to write America's urban handbook for tomorrow.

Joe Wine

816 Ferguson Avenue / Dayton, Ohio 45407 / 276-3995

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Mr. & Mrs. Phillip Harman	52 Wakefield Drive, N. E.	351-3382	✓
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MR/MRS. Orena H. Cunningham	2056 Pine Cone Drive	344-2250	
MRS. Barbara L. Halpern	139 Dudley Ct.	255-1463	
Mariam Taylor	1959 Longdale Drive	241-4342	
Winnie McPhedran	1748 Vickers Circle (Decatur)	378-0507	*
Nancy Goedecke	3834 Donaldson Drive	451-0875	✓
Mr. & Mrs. Dennis Henry	3511 Toll House Lane	344-4034	✓
Judge Rowley ~~Juelye Rouleu~~	2055 ~~Joiner~~ Jones Road, N. W.	794-6535	
Elenor de Give	355 Peachtree Battle Ave., N. W. Pres. Northside Fair Housing	355-2342	
Mr. & Mrs. Bridses Smith	282 Underwood Drive, N. W.	255-4386	
Bruce Watkins	1410 North Avenue	874-3184	✓

Mr. & Mrs. Wonzer C. Bradley	1742 Detroit Ct., N. W.	799-0519	✓
Mr. and Mrs. Chris Likly	3727 Stephanie S. W.	344-7250	✓
Mr. & Mrs. Paul K. Ryan	2030 Mark Trail (Decatur)	373-5160	
Kathy R. Burke	1446 Benning Place, N. E.	523-7124	
Mrs. Louise Kennedy	2168 Juanita Street (Decatur)	373-6980	
Grace Stone	1052 Clifton Road, N. E.	377-2954	✓
Wendy Goedecke	3834 Donaldson Drive (Chamblee)	451-0875	✓
Mrs. C. E. Griffin	80 River Court Parkway	255-4760	✓
Mr. & Mrs. John F. Whalen		255-7544	
Mr. & Mrs. Willie Lester	1980 Barberrie Ln. (Decatur)	378-1639	
Mr. & Mrs. Tom Cronley	6840 Peachtree Dunwoody Rd., N.W.	255-5843	
Mr. & Mrs. R. L. Stephens	95 Pine Lake Drive, N. W.	255-5197	
Horace Brown	1776 Jenesson Drive, S. W.	755-6580	✓
John Brown			

Georgia State University
33 Gilmer St., N.E.
Atlanta, Ga. 30303

Open Housing - Sign Ordinance

SIGN ORDINANCE

FOR

CITY OF DECATUR, GEORGIA

Prepared by the
Decatur Sign Committee
and recommended for adoption.

Mr. Wilmot H. Phillips, Chairman
Mr. Joseph M. Maas
Mr. George Carley
Mrs. William C. Fox
Mr. F.E. Patterson
Mr. David Datry

SIGN ORDINANCE

BE IT ORDAINED by the City Commissioners of the City of Decatur, Georgia, and it is hereby ordained by the authority of the same, that the following sign ordinance be and the same is hereby adopted as the Sign Ordinance of the City of Decatur, to-wit:

ARTICLE I

Definitions

For the purpose of this Ordinance, certain terms and words are hereby defined. Words used in the present tense shall include the future, the singular number shall include the plural and the plural the singular, and the word "shall" is mandatory and not directory.

SECTIONS:

1. Accessory sign
2. Advertising structure
3. Animated sign
4. Area of sign
5. Awnings and Canopies
6. Billboard
7. Building official
8. Bulletin Board
9. Business sign
10. Clock sign
11. Combination sign
12. Directional sign
13. Directly illuminated sign
14. Double-faced sign
15. Flashing sign
16. Free-standing sign
17. Ground sign
18. Indirectly illuminated sign
19. Marquee
20. Marquee sign
21. Nonstructural trim
22. Pole sign
23. Projecting sign
24. Roof sign
25. Rotating sign
26. Shopping center
27. Sign
28. Sign structure
29. Temporary sign
30. Wall sign

1. Accessory sign. "Accessory sign" is a separate unit displaying information related to the principal business conducted on the premises, which is attached to or supported from any other sign and not made a part thereof.

2. Advertising structure. "Advertising structure" is any structure or device erected for the purpose of supporting any sign or other advertising or informational media and the framework of the sign.

3. Animated sign. A sign with action or motion with moving characters or changing colors which require electrical energy, but not including wind actuated element, such as flags or banners. This definition does not include public service signs, such as time and temperature signs.

4. Area of sign. The area within a continuous perimeter enclosing the limits of writing, representation, emblem, or any figure of similar character, together with any frame or other material or color forming an integral part of the display or used to differentiate such sign from the background against which it is placed; excluding the necessary supports or uprights on which such sign is placed; provided, however, any open space contained within the outer limits of the display face of a sign or between any component, panel, strip, or figure of any kind composing the display face shall be included in the computation of the area of the sign, whether such open space be enclosed or not by a frame or border. For projecting or double-faced signs, only one display face shall be measured in computing sign area where the sign faces are parallel ow where the interior angle formed by the faces is sixty degrees (60) or less. If the two faces of a double-face sign are of unequal area, the area of the sign shall be taken as the area of the larger face.

5. Awnings and Canopies. (a) Awning. An awning as regulated by this ordinance shall include any structure made of cloth or metal with a metal frame attached to a building and projecting over a thoroughfare, when the same is so erected as to permit its being raised to a position flat against the building when not in use.

(b) Canopy. A Canopy as regulated by this Ordinance shall include any structure, rather than an awning, made of cloth or metal with metal frames attached to a building, projecting over a thoroughfare, and carried by a frame supported by the ground or sidewalk.

6. Billboard. "Billboard" is any "off-site" or "off-premises" sign (as defined immediately following this statement) advertising a person, business, product, event or subject. "Off-site sign" or "off-premises" sign is any sign not located on the premises of the business or entity indicated or advertised by said sign.

7. Building official. The term "building official" shall mean any person or persons charged with the administration and enforcement of appropriate provisions of this ordinance.

8. Bulletin board. A sign which primarily displays the name of an organization and the upcoming events of that organization.

9. Business sign. A sign which directs attention to a business, profession, product, service, activity or entertainment conducted, sold or offered on the premises upon which the sign is located.

10. Clock sign. Clock sign" is regulated by this title and is any time piece erected outside of any building for the purpose of advertising the business on the premises on which it is located.

11. Combination sign. "Combination sign" is any sign incorporating any combination of the features of pole, projecting or roof signs.

12. Directional sign. "Directional sign" is any sign utilized only for the purpose of indicating the location or direction of any object, place or area.

13. Directly illuminated sign. A sign designed to give forth artificial light directly (or through transparent or translucent material) from a source of light within such sign, including, but not limited to, neon and exposed lamp signs, the overall total height of which does not exceed twenty-five (25) feet above ground level.

14. Double-faced sign. "Double-faced sign" is a sign which has two display surfaces backed against each other or against the same background, one face of which is designed to be seen from one direction and the other from the opposite direction, the overall total height of which does not exceed twenty-five (25) feet above ground level.

15. Flashing sign. A sign, the illumination of which is not kept constant in intensity at all times when in use, and which exhibits sudden or marked changes in lighting effects. Illuminated signs which indicate the time, temperature, date or other public service information shall not be considered flashing signs.

16. Free-standing sign. A sign which is supported by one or more columns, uprights or braces in or upon the ground and is not attached to a building.

17. Ground sign. "Ground sign" is a sign which is supported on one or more uprights or braces on the ground, the overall total height of which does not exceed six feet above the grade.

18. Indirectly illuminated sign. A sign illuminated by an external light directed primarily toward such sign and so shielded that no direct rays from the light are visable elsewhere than on the lot where said illumination occurs. If not effectively so shielded, such sign shall be deemed to be a directly illuminated sign.

19. Marquee. A roofed structure attached to and supported by a building and projecting over public or private sidewalks or rights-of-way.

20. Marwuee sign. A business sign painted on, attached to, or hung from a marquee.

21. Nonstructural trim. "Nonstructural trim" means the molding, battens, cappings, nailing strips, latticing, cutout or letters and walkways which are attached to the sign structure.

22. Pole sign. "Pole sign" is a sign erected on one or more uprights supported from the ground, the height of which is greater than six feet, and which is not a part of any building or structure, other than a structure erected solely for the purpose of supporting a sign.

23. Projecting sign. "Projecting sign" is a sign mounted on the face or vertical surface of a building or structure, the display surfaces of which are not parallel to the supporting surfaces.

24. Roof sign. "Roof sign" means a sign which is fastened to and supported by or on the roof of a building or which extends above the roof of a building.

25. Rotating sign. A sign which is designed to revolve.

26. Shopping center. Three or more commercial establishments which are planned, developed and managed as a unit and which provide free parking facilities on one lot or contiguous lots.

27. Sign. The term "sign" shall mean any visual medium including its structure and component parts, which is used or intended to be used to attract attention to the subject matter or advertising purposes upon which any poster, bill, printing, painting device or other advertisement or identification of any kind whatsoever may be placed, posted, painted, fastened or affixed and including any spectacle, display or other advertising statuary.

28. Sign structure. The term "sign structure" shall mean the supports, uprights, braces and framework of the sign.

29. Temporary sign. The term "temporary sign" shall mean and include any sign, banner, pennant, streamer, whirligig, valance or advertising display constructed of cloth, canvas, light materials, with or without frames and intended to be displayed for a brief and limited period of time only.

30. Wall sign. "Wall sign" is a sign applied to or mounted on the wall or surface of a building or a structure, the display surface of which is parallel to the supporting surface.

ARTICLE II

General Provisions

1. Sign Advisory Committee

There shall be five (5) members, one appointed by each commissioner, to advise or recommend to commission on signs and ordinances. Initial appointments shall be two for 3 years, two for 2 years and one for 1 year. Thereafter the terms of office shall be for a period of three (3) years. These members shall not be in office more than three (3) years and are not to succeed themselves.

The purpose of this committee is to review all applications for sign permits and to grant or deny these on the grounds that they are non-conforming to this ordinance, directly or intentionally circumventing the intent of this ordinance, or that they are out of character with the image of the city.

Appeal of denial may be made by the petitioner to the Board of Appeals. The Sign Committee shall review all applications for permits made up to two days before its scheduled meetings. Those remaining will be reviewed at the next scheduled meeting.

The Sign Committee shall meet no less than once a month and as often as is required or deemed necessary by the chairman to process the applications for permits.

The Committee shall elect its own chairman, and three (3) members shall constitute a quorum for approval or denial.

2. Permit Fees

Permit fees may be issued at the time of the building permit. Application for permit shall be made through office of the building inspector. Petitioner must submit drawing of sign indicating size, type of lettering, configurations, coloring, lighting and any electrical and structural specifications as per requirements of this ordinance and the building code.

The granting or denial of permit shall be made at the next regular meeting of the sign committee. Appeal of this decision may be made to the Board of Appeals.

Notification of approval will be posted in the office of the building inspector and after that time the applicant may pay the fee and obtain the sign permit.

Details:
Signs:
Owner-Identification: Single faced, including channel letter signs and a change of copy $00.10/square foot.*
Double faced, including channel letter signs and change of copy $.20/sq.ft.
Painted wall sign and repaint $.05/sq.ft.*
Minimum fee $5.00

General Advertising
New Construction $.05/sq.ft.
Minimum permit fee $7.50
Sign Repairs $7.50
Embellishment (Initials) $.10/sq.ft.
*Square-footage to be figured in accordance with the smallest calculable geometric figure.
Approved plans required on all structural signs in excess of twenty-four (24) square feet.
Double-fee penalty: If sign is erected or painted before issuance of permits.

3. Signs Exempted from Permits
   a. Official Traffic or warning signs.
   b. Changing of copy of a bulletin board, poster board, display casement or marquee. The moving or relocating of embellishments that does not increase area of embellishments.
   c. Signs of trucks, bus, trailer or other vehicle in normal course of business.

d. Decorative flags or buntings for city-wide celebrations when authorized by the city commission for a prescribed period of time.
e. Symbolic flag and award flag of institution or business - one for each business or one for each fifty (50) feet of street frontage.
f. Temporary, non-illuminated construction signs which do not exceed two (2) feet in height and three (3) feet in width.

4. Who Can Do Sign Work

Contractors:

Building, general engineering, electrical, and electrical sign contractors can do all types of sign work.

Sign Painter: can paint walls, repaint structural signs - no erection or electrical work.

Before a permit is issued, a contractor must file certain documents with the building department:

1. A current copy of your certification of competency issued by metropolitan county building and zoning department.
2. A current certificate of insurance from your insurance company, addressed to the City of Decatur Building department.
3. A current occupational or contractors' license issued by the City.

When these documents are on file, applications for permits may be presented personally or mailed to the building department.

Owners:

A bona fide owner, lessee or tenant can obtain a day-labor sign permit if he can satisfy the building official that he has the ability and knowledge to do the work. The work is to be done by the person liable for all legal claims resulting from work being done.

5. Removal and Phasing out

Within ninety (90) days all of the following non-permitted signs shall be removed:

Rotating-flashing-imitations, temporary signs.

Amnesty

Shall be based on total cost of sign (including installation) and shall be accomplished as follows:

a. Minor signs under $750.00 shall be removed within one (1) year.
b. Intermediate signs under $2,500.00 shall be removed within three (3) years.
c. Major signs over $2,501.00 shall be removed within five (5) years, or ten (10) years from date of original installation, whichever is less; however, if all amnestization has expired, a one (1) year lapse period shall be permitted.

6. Sign and Sign Devices Not Permitted

a. Signs that display intermittent lights resembling flashing lights associated with danger.

b. Signs using the word "STOP" or "DANGER", or imitation of an official sign. (Does not apply when part of attraction titles, or descriptive lines of advertising).
c. Signs which provide background of colored lights blending with traffic signals which might confuse a motorist when viewed from normal approach distance of twenty-five (25) feet to three hundred (300) feet.
d. Any sign attached or applied to trees, utility poles, bus benches, trash receptacles or any other unapproved supporting structure.
e. Spinning, strings of spinning, or similiar type devices.
f. Signs not securely affixed to the ground or otherwise affixed in a permanent manner to an approved supporting structure.
g. Political signs, except if appearing as copy or general advertising structures, authorized campaign headquarters, or political signs as permitted window signs.
Shall not apply to political signs on operable vehicles which are parked on private property for a period not in excess of sixteen (16) hours on any one lot during the time between qualification and election.
h. Signs attached to or placed on a vehicle (including trailers) that are parked on private property.
i. Roof signs after enactment of this ordinance. (No permits shall be issued.)
j. Pennants, banners, streamers and similiar type devices shall be prohibited.
k. Accessory signs.
l. Animated signs.
m. Billboards.
n. Bulletin boards.
o. Clock signs, unless this is used in place of a building sign.
p. Combination sign
q. Flashing signs
r. Marquee signs other than those for theaters.
s. Pole signs unless otherwise noted by instance in this ordinance.
t. Projecting signs.
u. Roof signs
v. Signs extending above the roof line of the building.
w. Rotating signs.
x. Temporary signs unless by provision of this ordinance.
y. For sale, sold, for rent or commercial product signs and all not permitted devices on residentially zoned property or adjoining to residential property.

7. Appearance of Signs

a. All flat and ground signs shall have concealed structural members except for vertical supports or other supporting menbers; shall present good structural appearance; and, shall, when attached to a building, appear to be an integral part of the building.
b. All signs shall be maintained in good condition so as to present a neat and orderly appearance. The building official may cause to be removed after due notice any sign which shows gross neglect, becomes dilapidated, or which has ground area around it which is not well maintained.

8. Vision Clearance
No sign or sign structure is to be placed or located so as to conflict with vision clearance requirements.

9. Vacant Buildings
Any owner-identification signs advertising a service or commodity associated with a vacated premises shall be removed, altered or resurfaced by the owner or lessee not later than thirty (30) days from time the activity ceases.
Commercial-renting-leasing signs shall comply with requirements of temporary sign requirements.
After thirty (30) days if the sign has not been removed, a penalty will be affixed and the city shall remove the sign at the expense of owner and same shall constitute a lien on the property.

10. Non-Store Front and Non-Street facing Businesses
There shall be no permanent or temporary window signs, banners, placards, etc.
There shall be no roof signs or projecting signs.
Signs shall be limited to a lobby directory.

11. Temporary Signs: Commercial
Total window surface area covered by temporary signs shall not exceed one-sixth of window surface area and there shall be no more than three (3) temporary signs per 160 square feet of window surface area.

12. Permanent Window Signs: Commercial
Building front: There shall be no more than one (1) major identifying sign either affixed to the exterior of the building or painted on the window parallel to the street per street facing (permanent window sign may not cover more than 1/10 of window surface.

13. Vehicular Businesses
There may be one sign on the building on each street facing. There may be a single dealer-identification post sign of standard municipal size and height. The supporting post of this sign shall have no other signs or ornamentation affixed thereto.
Service signs shall be noted on bays.

14. Filling and Service Stations
Permitted:
a. One (1) detached pole sign per business
Not Permitted:
a. Portable signs of any type.
b. Pennant and banners - except for two weeks opening of business with permit only.
c. Temporary promotional signs.
d. Tire and oil displays placed outside of building.
e. Any sign displayed without permit.
f. Wooden (combustible) signs.
g. Signs attached to pumps and light poles.
h. Roof signs.
i. Vehicles used as signs.
j. Temporary window signs.
k. Light bulb lines - search lights.

15. Political Signs

PERMITTED:

a. On the premises of an authorized campaign headquarters subject to the limitations of the particular type of sign.
b. Within windows of business, not covering more than twenty (20) per cent of glass area.
c. On moving vehicles.

NOT PERMITTED

a. On residential zoned property.
b. On vehicles parked on private property.
c. On unapproved structures, i.e. utility poles, trees, bus benches, vacant buildings, etc., the message of which does not apply to the premises where sign is located.

16. Construction Signs - Clarification of Zones

Single family and Duplex Districts: One (1) for each street frontage, limited to two (2) feet in height and three (3) feet in width (while work is in progress only).
Multiple family Districts: One (1) for each street frontage, limited to twenty (20) square feet (while construction is in progress only).
Restricted Commercial Districts: One (1) for each street frontage, limited to fifty per cent (50%) of area permitted for permanent signs, same type.

SPECIAL NOTE: Any construction sign larger than six (6) square feet requires a permit. Signs larger than twenty-four (24) square feet requires engineered plans - see permits.

17. Home Occupations

One sign not in excess of 72 square inches placed flat against building wall and without illumination.

18. Multi-Family Dwellings, Town Houses, H.D.S.F. #1 and H.D.S.F. #2, Rooming and Boarding Houses

One sign not more than three (3) square feet in area pertaining to sale or rental posted on wall or in yard not closer to property line than ten (10) feet.
One sign not in excess of seventy-two (72) square inches in area pertaining to home occupations including rooming and boarding houses placed flat against wall of building without illumination.

Hospitals, Sanitariums, Nursing Homes, Day Nurseries and Kindergartens: One free-standing permanent sign or bulletin board not more than twelve (12) square feet in area placed not closer than ten (10) feet to any property line.

19. High Rise Multiple Residential

As above for residential, churches and public buildings.

20. Institutional Uses
One permanent sign or bulletin board not exceeding six (6) square feet in area. Temporary sign of any size announcing special event provided such sign is not placed or suspended closer to side property line or to street right-of-way line than ten (10) feet.

21. Public Buildings
Church, School, public buildings, park or other Public use: One permanent sign or bulletin board not exceeding six (6) square feet in area. Temporary sign not exceeding six (6) square feet in area announcing special event.

Effect of partial invalidity of Ordinance

The provisions of this ordinance are severable, and if any of its provisions shall be held unconstitutional by any court of competent jurisdiction, the decision of such court shall not impair any of the remaining provisions.

Repeal

All Ordinances and parts of Ordinances in conflict with this Ordinance are hereby repealed.

Adopted: December 21, 1970.

Attest: /S/ Robert L. Hudgins
Robert L. Hudgins, City Clerk
City of Decatur, Georgia

CITY OF DECATUR

APPLICATION FOR SIGN PERMIT

DATE: _____

Petitioner: _____
(company name)

_____
(address)

_____

By: _____
(individual making application)

LOCATION OF SIGN: _____
(building and street)

SIGN CONTRACTOR: _____

ELECTRICAL CONTRACTOR: _____

MECHANICAL CONTRACTOR: _____

DESCRIPTION (materials, color, etc.) _____

_____

_____

DRAWING OF SIGN (as it will appear on building, indicating location and and dimensions of sign and building front):

REMARKS: _____

_____

SIGNED: _____

****

APPROVED: _____ DISAPPROVED: _____

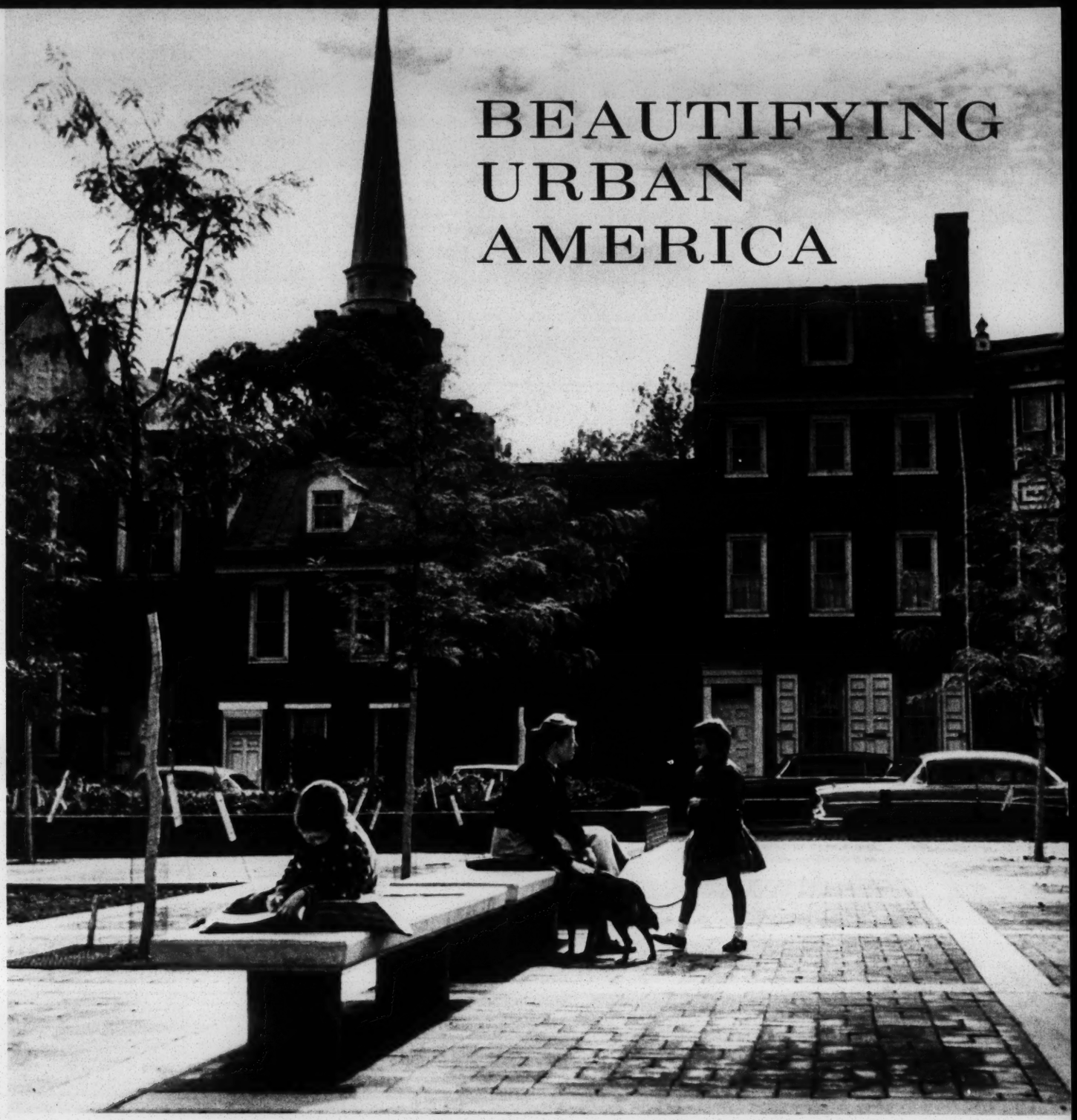
REMARKS: _____

_____

_____

_____ (date)

_____ Sign Committee

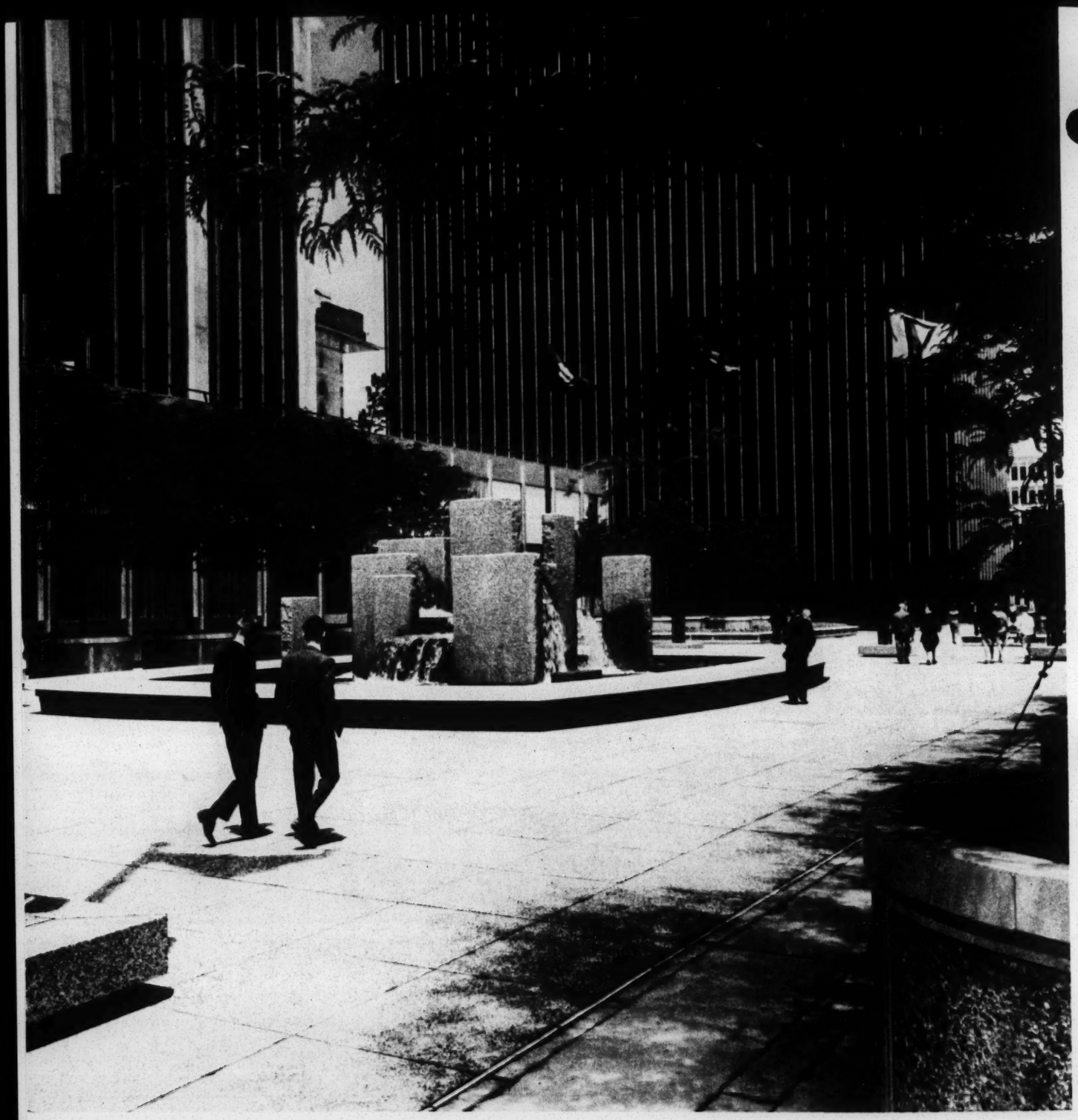


BEAUTIFYING URBAN AMERICA

Questions and Answers on FEDERAL BEAUTIFICATION AND OPEN-SPACE LAND PROGRAMS

U. S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
WASHINGTON, D. C. 20410

HUD IP-6 Revised September 1966



"We must not only protect the countryside and save it from destruction, we must restore what has been destroyed and salvage the beauty and charm of our cities. . . . The beauty of our land is a natural resource. Its preservation is linked to the inner prosperity of the human spirit."

Lyndon B. Johnson

BEAUTIFYING URBAN AMERICA:

Questions and Answers on FEDERAL BEAUTIFICATION AND OPEN-SPACE LAND PROGRAMS

The preservation and provision of urban open-space land to provide outdoor recreation opportunities; to conserve historic, scenic and natural resources, and to help guide desirable urban development, has become a national responsibility.

President Johnson emphasized his implicit belief in this responsibility when he sent his housing and urban recommendations to Congress in March 1965. He said then:

> "We wish to create a city where men and women can feed the hunger of the spirit for beauty and have access to the best of man's work."

The Congress responded with the Housing and Urban Development Act of 1965, signed into law on August 10. This Act provides the authority requested by the President to help American communities to improve the quality of their urban environment and to replace ugliness with beauty in our urban areas.

This pamphlet summarizes in a series of questions and answers the principal Department of Housing and Urban Development aids in the current open-space land and urban beautification programs. This is presented in three sections:

I. The Open-Space Land Program

II. The Urban Beautification and Improvement Program

III. General Information.

SECTION I: THE OPEN - SPACE LAND PROGRAM

1. WHO IS ELIGIBLE FOR FEDERAL AID UNDER THE EXPANDED OPEN-SPACE LAND PROGRAM?

   Any governmental agency, with authority to acquire and preserve land for open-space purposes, that is legally empowered to receive financial assistance from the Federal Government.

2. WHAT IS THE NEW MAXIMUM FEDERAL GRANT FOR LAND ACQUISITION AND DEVELOPMENT?

   The level of Federal aid has been increased, from a maximum of 30 percent of total acquisition cost, to 50 percent of the cost of acquiring and developing the land.

3. HOW IS THE COST OF ELIGIBLE LAND ACQUISITION DEFINED?

   It is the cost of acquiring title to land for open-space purposes, or lesser interests, such as development rights and scenic easements that serve the purpose of preserving the open-space character of the land.

4. HOW IS THE COST OF ELIGIBLE DEVELOPMENT DEFINED?

   It is the cost of development of open-space land for park and recreation, conservation, or historic or scenic purposes. It may include landscaping, basic water and sanitary facilities, walks, small shelters, and installation of certain recreation facilities.

   Eligible development costs, however, may not include such major construction as amphitheatres, dock facilities, swimming pools, golf courses, or other major structures or facilities.

5. ARE ELIGIBLE DEVELOPMENT COSTS LIMITED TO LAND ACQUIRED UNDER THE OPEN-SPACE LAND PROGRAM?

   Yes. A similar type of development assistance, however, will be available for other urban land under the new urban beautification and improvement program, described below in "Part II, The Urban Beautification and Improvement Program."

6. IS FEDERAL AID LIMITED TO THE ACQUISITION OF UNDEVELOPED OR PREDOMINANTLY UNDEVELOPED LAND?

No. Amendments under the 1965 law authorize Federal grants for up to 50 percent of the cost of acquiring developed land in built-up areas and clearing it for urban open-space uses. Thereby, the purpose of the program has been expanded to include the creation, as well as the preservation, of urban open-space land.

7. UNDER WHAT CONDITIONS MAY DEVELOPED LAND IN BUILT-UP AREAS BE ACQUIRED WITH FEDERAL AID?

Wherever a local governing body, applying for such aid, determines that open-space needs cannot be met by preserving existing undeveloped land. This determination must be based on the locality's assessment of its long-term urban open-space needs.

8. IS THE COST OF DEMOLITION AND REMOVAL OF BUILDINGS ELIGIBLE?

Yes. When developed land is acquired in a built-up area, Federal grants may include up to 50 percent of the cost of acquiring, demolishing, and removing buildings.

9. ARE HISTORIC SITES ELIGIBLE?

Yes. Land, and in some cases, buildings determined to have special historical significance may be acquired under the open-space land program.

10. WHAT LANDS MAY BE PURCHASED WITH FEDERAL GRANT ASSISTANCE?

Any land, in an urban area, of value for park, recreation, conservation, or historic or scenic purposes.

11. HOW IS AN "URBAN AREA" DEFINED?

Any area that is urban in character, including its immediate surroundings that form a related social and economic region. There is no minimum population size. Generally, an "urban area" consists of a town or city, together with any urban and urbanizing surroundings.

12. IS LAND ACQUIRED BEFORE AN APPLICATION IS APPROVED ELIGIBLE FOR FEDERAL AID?

Only if the land has been acquired after the applicant receives notification from the Regional Office of the Department of Housing and Urban Development that an acceptable application has been received, and the land is acquired in accordance with all applicable program requirements.

13. IS THERE A MAXIMUM OR MINIMUM LIMIT ON THE SIZE OF A PROJECT?

No. The program can assist in acquiring areas of any size -- from small downtown parks to suburban greenbelts.

14. WHAT ARE THE PLANNING REQUIREMENTS UNDER THE OPEN-SPACE PROGRAM?

Land acquisition and development must be needed for carrying out a unified or officially coordinated program of open-space acquisition and development which must be part of the comprehensively planned development of the urban area.

15. HOW WILL THE GRANTS BE PAID?

Federal grants will be paid to reimburse a local public agency for approved acquisition and development expenses, and can be paid in installments as the project progresses.

16. WHAT ABOUT RELOCATION?

The 1965 amendments provide for relocation payments to be made to individuals, families, and business concerns displaced by the acquisition of open-space land. Generally, the Federal grant will cover the entire amount of authorized relocation payments.

SECTION II: THE URBAN BEAUTIFICATION AND IMPROVEMENT PROGRAM

1. WHO IS ELIGIBLE FOR FEDERAL AID UNDER THE NEW URBAN BEAUTIFICATION AND IMPROVEMENT PROGRAM?

Any governmental agency, with authority to carry out the proposed urban beautification and improvement project, that is legally empowered to receive financial assistance from the Federal Government.

2. WHAT KINDS OF URBAN BEAUTIFICATION ACTIVITIES ARE ELIGIBLE?

Examples of eligible activities are the development of parks, malls, squares, and public waterfront areas with landscaping, walks, and minor recreation and outdoor exhibition facilities. Also eligible are street improvements such as lighting, benches, tree planting, and decorative paving.

3. IS THE URBAN BEAUTIFICATION PROGRAM LIMITED TO PUBLIC LAND?

Yes. The public must own fee title or other controlling interest in the land.

4. DOES A BEAUTIFICATION ACTIVITY HAVE TO BE PART OF A BEAUTIFICATION PROGRAM?

Yes. To be eligible for Federal assistance, an activity must be part of a locality's official beautification program which represents significant and effective efforts involving both public and private resources.

5. WHAT ARE THE ELEMENTS OF A LOCAL BEAUTIFICATION PROGRAM?

The local beautification program should include, as a minimum, three basic elements: (1) a plan with a statement of overall scope and objectives; (2) a description of the organization for putting the program into effect, including government and private involvement, responsibilities and activities; and (3) a summary of present and proposed activities, including cost and completion schedules.

The program should identify other adopted and proposed measures in support of a communitywide beautification effort, in addition to those activities which are eligible for Federal grant assistance. Examples of such other measures are the regulation of signs and utility wires, zoning to prevent auto graveyards in inappropriate places, and school and neighborhood programs to foster pride in maintaining and improving the appearance of the community.

6. WHAT ARE THE GENERAL PLANNING REQUIREMENTS?

The beautification program must be important to the comprehensively planned development of the locality. The comprehensive planning program for the locality must therefore be consistent with the communitywide objectives and priorities established in the beautification program.

7. ARE NORMAL STREET CLEANUP AND PARK MAINTENANCE ACTIVITIES ELIGIBLE FOR FEDERAL AID?

No. Activities undertaken with Federal aid must have "significant" and "long-term" benefits for the community. Federal aid would not be available, for example, to finance increased operating costs to keep a park cleaner or better lighted -- although the cost of acquisition and installation of new, well-designed park furniture or lights might be eligible for Federal assistance.

8. ARE CONSTRUCTION COSTS, IN CONNECTION WITH AN APPROVED ACTIVITY, ELIGIBLE?

Major construction costs, such as those for golf courses, swimming pools, amphitheatres, museums, or waterfront docks, are not eligible. Only the cost of minor construction may be included as an eligible cost of beautification activities. Examples of minor construction which may be eligible are rain shelters, walks, sanitary facilities, and kiosks.

9. WHAT IS THE LEVEL OF FEDERAL GRANT ASSISTANCE FOR BEAUTIFICATION?

Federal grants may cover up to 50 percent of the amount by which the cost of activities carried out by the applicant, during a fiscal year, under an approved beautification program, exceeds its usual annual expenditures for comparable activities.

10. ON WHAT BASIS IS A GRANT COMPUTED?

An applicant will be required to establish a base figure representing its usual expenditures for urban beautification during past years. Only those costs of carrying out an approved program which are in excess of this base figure will be eligible for grant assistance.

11. HOW IS THE NON-FEDERAL SHARE OF ELIGIBLE PROJECT COSTS DEFINED?

The 50 percent non-Federal share of project costs may consist of local public cash expenditures or services in kind. Any non-Federal funds may be used to meet the local share, including funds provided by private donations as well as local or State governments.

12. HOW WILL GRANTS BE PAID?

Federal grants will be paid to reimburse local public bodies for expenses incurred in carrying out approved urban beautification activities. Partial payments of the grant may be made periodically as the work progresses, with a portion of the total withheld until completion of the activities and the final accounting.

SECTION III: GENERAL INFORMATION

1. WHAT RELATED HUD AIDS ARE AVAILABLE TO COMMUNITIES WISHING TO UNDERTAKE OPEN-SPACE AND URBAN BEAUTIFICATION PROGRAMS?

Neighborhood Facilities Program: Grants may be made to local public bodies and agencies to assist in financing specific projects for neighborhood facilities, including neighborhood or community centers, youth centers, health stations, and other public buildings to provide health, recreational, or similar social services. Grants may cover up to two-thirds of project costs (up to three-fourths in redevelopment areas). A project may be undertaken directly by the local public body or agency or through an approved nonprofit organization.

Urban Renewal Program: The provision of outdoor recreation and historic preservation are encouraged as part of assisted urban renewal programs. The urban renewal plan, a prerequisite for Federal assistance, must give consideration to the provisions of adequate park and recreational facilities. Local expenditures for acquisition of land for parks or playgrounds serving a renewal area may be counted as local matching funds toward the Federal grant (generally two-thirds).

Urban Planning Assistance Program: Grants, generally up to two-thirds of costs, may be made to assist comprehensive planning for urban needs, including outdoor recreation. Assistance may be provided for surveys, inventories, and analyses of existing conditions, as well as for the scheduling and location of recreation and other facilities.

Community Renewal Programs: Grants up to two-thirds of costs may be made to communities for the preparation of Community Renewal Programs which assess present and future renewal needs, including neighborhood recreational and park needs.

Advances for Public Works Planning: Interest-free advances may be made to responsible State or local public bodies to assist in the planning of specific public works or facilities, including recreation projects. The advances are repayable when construction of the planned project starts.

2. WHERE SHOULD APPLICATIONS FOR GRANT ASSISTANCE, OR QUESTIONS PERTAINING TO SPECIFIC APPLICATIONS BE ADDRESSED?

All applications and questions pertaining to the preparation of specific applications should be addressed to the appropriate Regional Office of the Department of Housing and Urban Development serving your area -- as shown below.

REGIONAL OFFICES - DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

REGION I: 346 Broadway, New York, New York 10013 (Connecticut, Maine, Massachusetts, New Hampshire, New York, Rhode Island, Vermont)

REGION II: 630 Widener Building, Chestnut and Juniper Streets, Philadelphia, Pennsylvania 19107 (Delaware, District of Columbia, Maryland, New Jersey, Pennsylvania, Virginia, West Virginia)

REGION III: 645 Peachtree - Seventh Building, Atlanta, Georgia 30323 (Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee)

REGION IV: Room 1500 360 North Michigan Avenue Chicago, Illinois 60601 (Illinois, Indiana, Iowa, Michigan, Minnesota, Nebraska, North Dakota, Ohio, South Dakota, Wisconsin)

REGION V: Fed. Off. Bldg., 819 Taylor St., Room 13-A-01, Ft. Worth, Texas 76102 (Arkansas, Colorado, Kansas, Louisiana, Missouri, New Mexico, Oklahoma, Texas)

REGION VI: 450 Golden Gate Avenue San Francisco, California 94102 (Arizona, California, Guam, Hawaii, Nevada, Southern Idaho, Utah, Wyoming) Area Office: 909 First Avenue, Seattle, Washington, 98104 (Alaska, Montana, Northern Idaho, Oregon, Washington)

REGION VII: Ponce de Leon Avenue and Bolivia Street, P. O. Box 1105, Hato Rey, Puerto Rico 00919 (Puerto Rico and the Virgin Islands)

FHLBB-Washington, D. C.

U. S. GOVERNMENT PRINTING OFFICE : 1967 O - 270-196

RAYMOND M. WHEELER, PRESIDENT
JOSEPHINE WILKINS, VICE-PRESIDENT
C. G. GOMILLION, VICE-PRESIDENT
LUCIUS H. PITTS, VICE-PRESIDENT
FRANK SMITH, VICE-PRESIDENT
VIVIAN W. HENDERSON, CHAIRMAN, EXECUTIVE COMMITTEE
JOSEPH HAAS, COUNSEL
PAUL ANTHONY, EXECUTIVE DIRECTOR

Southern Regional Council, Inc.
5 FORSYTH STREET, N. W. ATLANTA, GEORGIA 30303
522-8764

A Council to promote the development of programs of equal opportunity for all peoples in the South

1 July 1971

Mr. Connell,

This outline represents our current thinking on the Pamola Project. We would appreciate any comments on your part: any modifications, additions, subtractions you have in mind. Please let us know as early as you can because time is limited on this project and we need all the input we can get as early as possible. If you could solidify some of your thoughts concerning what you will expect during the design quarter starting in Sept., 1971, we can begin to adjust ourselves to your requirements.

Information and data are slowly trickling in, and we've already gotten some good sources.

Hope to hear from you soon.

— Andy Gray
— Eddie Cazayoux

PROPOSED OUTLINE FOR A
PRELIMINARY REPORT ON THE
PANOLA PROJECT

EDDIE CAZAYOUX, ANDY GRAY, ART CAMPBELL

I. Brief history of the start of the project: the Panola Land Buying Association.

II. Research procedure used in data formulation and collection
- Libraries
- People
- Letters requesting information
- Site trips,
- Etc.

III. Existing Information:

A. Physical site characteristics
- Soil
- Water
- Land configuration
- Floodings, drainage, etc.

B. Demographic Characteristics
- Housing
- Population

C. Economic Data

D. Transportation Configuration
- Roads
- Tenn.- Tom. Waterway
- Bus, railroads

E. Community Facilities
- Available utilities
- Schools
- Parks, recreation

F. Master or regional development plan for the area; how Panola fits in

G. Relationships of the organizations involved in the entire project:
- Federation of Southern Cooperatives
- American Friends Service Committee
- Alabama Council on Human Relations
- Southern Cooperative Development Corp.
- SRC

Art, Eddie, Andy:

After you have gone over my marks on your outline, please give me a call so we can get together for a short meeting.

How is the mapping situation?

Peace,
Pat Connell

A, People: (projections) Who, how many, where, etc: ← The pop. to be accommodated initially, 1st PHASE, 2d PHASE, etc.
→ income groupings
→ age/sex/marital (or household comp.) etc.

IV. Proposed Needs:

A2 Housing program requirements and phasing model

- How related to employment, agribusiness

B. Future programming of Tenn. - Tom. Waterway coordinated with development of Panola Site.

- Recreation
- Industry, commercial
- Agricultural

C. Proposed Transportation (← at what scale – county/region?)

- Tenn. - Tom. Waterway -- Related to possible business, agriculture
- Interstate 59 construction

D. Possibilities of municipal incorporation of Panola Site; other admin. organizations (devel. corp. / commune ...)

- Improved services?
- Able to meet municipal obligations through taxing?
- Implications for receiving Federal aid?

E. Determination of Federal, State and local programs that could financially aid Panola. ← to do what?

- What is needed to be done in order to qualify?
- Time phasing of possible funding (Fed.) compatible with Panola development staging?

F. Proposed General Development Plan, Design Plan and construction ~~and~~ Phasing

- Overall land use plan for 1164 acres
- Initial use plan for 30 acre parcel → Tract #2
- Financial phasing: Coordinate land and development costs and other expenses with expected income from agribusiness, loans and other sources. Try and determine:

INCOME - EXPENSES = EXPECTED PROFIT ?,

for expected life of the mortgage (10 years?).

← what mortgage?

G. Proposals for future income

- Additional opportunities for jobs
- Jobs related to agribusiness (leather tannery, by-products of agriculture, etc.).
- Local or state markets available
- Local contractors that could be employed.

We project most of this work to be done during the Fall, 1971, design quarter at Ga. Tech (except for the 30 acre parcel on TRACT #2). What are your thoughts on this?

← your item F above will need a great deal more detailed listing of design products. We need to confer on this. As a starter, you might construct a CPM for the entire project.

V. Bibliography of Sources and Publications, Annotated

A Project CPM (The planning design process organized by tasks

B Development CPM (Implementation of the proposed plan) ← [block out]

← means give some preliminary thought to what will need to happen* at what points in the process to provide a continuous development and build up of the town, i.e. cumulative quantitative objectives over time

* this may be an "idealized" model that will change as we get more precision into the planning/design approach

this may be an "idealized" model that

PRODUCTS

A. Written, technical (with about 30% graphics) made from products of C.):

B. Written, technical supplement (with "Appendix"-type material: data; analysis of alternative approaches to general plan proposals; summaries of important communications; listing of sources for add. data; summaries of important Fed and or state acts useful to Panola Board; bibliography; project CPM; etc.):

C. Graphics for use in (1) report form and (2) for slide show:

D. Exhibit Boards (preliminary listing):

1. Regional scale: Existing + Proposed:
   - Location with respect to other urban places, counties, etc.
   - Transport net - all modes: quality of service evaluation + usage stuff
   - Tenn-Tombigbee canal: location, use plans, construction; etc.
   - Land use and density patterns; analysis of pop. centers.
   - Major "influences" diagram (an analysis diagram depicting THE important regional influences)
   - Structure + characteristics of the Natural Environment land capability
   - General pattern of exist + est. future land values ($)
   - Proposals
2. Panola Study-area scale
   (generally same kinds of info. as above but in greater detail: more emphasis on analysis and implications for Panola New Community Planning + Design) Major new output is to show the SITE configuration for the New Town + General Proposals
3. Panola NewTown scale; Existing + Proposed:
   - Detailed analysis of natural characteristics of the site (Tree cover, slope analysis, soils, Drainage, geology, etc.) ← PROBS. + Potentials
   - Existing features of the site to be retained, demolished, enhanced, avoided, protected, etc, (Natural and made features)
   - Existing land use | occupancy, classification, intensity, density, condition, etc
   - Existing transport + circulation net | location, classification, condition, probable future, etc
   - Existing status of ~~site~~ infrastructure available to site development. Environmental problems observed and/or reported (pollution
   - Existing (other analytical diagrams as appropriate)

Programmatic data, projections, assumptions etc →

- Proposals, ~~[illegible]~~ diagrams | housing, infrastructure, transport, comm. facil, etc |
- Proposals, design plan ("Master plan", "illustrative site plan", etc) for entire NewTown development.
- Proposals, design details — housing group (neighborhood, precinct, etc)
- " — major center(s)
- Proposed phasing diagrams (maps, diagrams, CPM, etc)
- Cost estimates | public | private.
- Perspective vignettes of town life + proposed architectural character

THIS IS THE CREATIVE PART OF THE WORK AND SHOULD GET THE MOST EMPHASIS

E. GRAPHIC Models

A. Overall site plan (?)
B. Housing area detail
C. Main place for the NewTown

} as appropriate

PRODUCTS

A. Written, technical (with about 30% graphics) made from products of C.:

B. Written, technical supplement (with "Appendix"-type material: data; analysis of alternative approaches to general plan proposals; summaries of important communications; listing of sources for addl. data; summaries of important Fed and or state Acts useful to Panola Board; bibliography; project CPM; etc.):

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   - Land use and density patterns; analysis of pop. centers.
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   - Existing land use | occupancy, classification, intensity, density, condition, etc
   - Existing transport + circulation net | location, classification, condition, probable future, etc
   - Existing status of ~~site~~ infrastructure available to site development. Environmental problems observed and/or reported (pollution
   - Existing (other analytical diagrams as appropriate)

Programmatic data, projections, assumptions etc

- Proposals, ~~[illegible]~~ diagrams | land use, infrastructure, transport, comm. facil, etc |
- Proposals, design plan ("Master plan", "illustrative site plan", etc) for entire NewTown development.
- Proposals, design details — housing group (neighborhood, precinct, etc)
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- Cost estimates | public | private.
- Perspective vignettes of town life + proposed architectural character

THIS IS THE CREATIVE PART OF THE WORK AND SHOULD GET THE MOST EMPHASIS

E. GRAPHIC Models
   - A. Overall site plan (?)
   - B. Housing area detail
   - C. Main place for the NewTown

   as appropriate

WL-40

INFORMATION SHEET

SUBJECT: Action taken on your order # S-4785 dated 10/13/71

DATE: October 18, 1971

IN REPLY REFER TO: S-4785

TO:

Arthur C. Campbell
Southern Regional Council, Inc.
5 Forsyth Street, N.W.
Atlanta, Georgia 30303

FROM:

U.S. Department of Agriculture
ASCS, Program Performance Division
Western Laboratory
2505 Parleys Way
Salt Lake City, Utah 84109

☐ 1. We do not have photographic coverage of your area. The Government agency listed under "Remarks" may be able to help.
☐ Your remittance of $_____ is enclosed.

☒ 2. Your order has been transferred to our Eastern Laboratory. They will ship directly to you.

☐ 3. Your ☐ partial ☐ complete order has been transferred to the agency shown on the attached sheet. They will ship directly to you.

☐ 4. Final shipment of your materials was made on _____. If shipment has not been received, please check with your local _____ office.

☐ 5. Air Mail shipment will be made if $_____ is received before production is completed; otherwise, shipment will be made by surface mail.

☐ 6. Your check for Air Mail is attached. It was received after shipment had been made by surface mail.

☐ 7. Contact prints are not available with scale accuracy.

☐ 8. Contact prints are not available as quadrants.

☐ 9. Federal Reserve Banks will not accept checks without magnetic coding.

REMARKS/REPLY

FORM ASCS-746
(8-29-63)

U. S. DEPARTMENT OF AGRICULTURE
Agricultural Stabilization and Conservation Service

TRANSFER OF ORDER FOR AERIAL PHOTOGRAPHY

ENTIRE ORDER [X] PARTIAL ORDER [ ] 1/

DATE: October 19, 1971

TO: *(Laboratory or Agency)*
Chief, Eastern Laboratory

FROM: *(Laboratory or Division)*
Chief, Western Laboratory

Since you have custody of the photography indicated below, the attached order is for your handling. A copy of this transfer is being sent to the customer.

CONSIGNEE'S NAME AND ADDRESS	DATE OF ORDER	ORDER NO.
Arthur C. Campbell, So. Regional Council, Inc. 5 Forsyth Street, N.W. Atlanta, Georgia 30303	10/13/71	S-4785
	FOR AERIAL PHOTOGRAPHY OF Sumter County, Alabama	

AMOUNT COLLECTED	PAYOR *(If other than consignee)*	DATE OF SCHEDULE	SCHEDULE OF COLLECTIONS NO.
$ 75.00		10/18/71	CR #468

REMARKS:

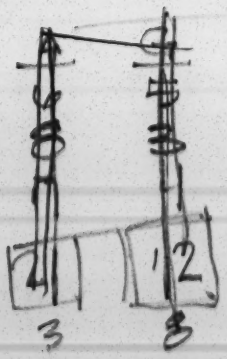
Please furnish materials listed on enclosed form.

1/ Under "Remarks", include complete breakdown of order and remittance.

Carl H. Mills
310 Highland ave
Jefferson City, Tenn.
37760

Packet from Moses

- Nonprof. + Housing
- Name & Address Minority Contractor.



I-75 Northside

Horace — mtgs, tonight

① — hosq. survey

② — select 30 acres

③ — to ✓. (30/274)

④ — statement of what programs appl. cable, private aid (FCH, Valley Forge)

① expl.

Ct. J. Wood ← — maps from Mobil's

— Organize Comm. Action — S2/ma

— use of manpower to provide social equity

— define alternatives of Public housing

Mtgs w/ J.A. June 4

1. Metro Dt H — write proposal rig/adm. — (pkg. mtgs, letters, revisiting bylaws)

2. Jackson Workshop

3. Tech. Asst. in Open Hsng.

P

STEPS TO PRODUCE A COMPLETE WORKING PLAN

1. DATA GATHERING (LOCAL CODES ETC.)
2. BASE MAP INFORMATION (SURVEYS ETC.)
3. PRELIMINARY SITE PLAN
4. PRELIMINARY ENGINEERING
5. FINAL SITE PLAN (LAYOUT & GRADING)
6. FINAL ENGINEERING (STORM, ETC)
7. STAKING PLAN
8. SITE DETAILS (WALKS, STEPS, WALLS, ETC.)
9. LANDSCAPE PLAN
10. UTILITY PLAN (SEWER, WATER, GAS, ETC)

600 SINGLE FAMILY UNITS ON 30 ACS.

FUNDING PLAN 9600 ~ MAX.

John Clark - Rust Engr. → B'HAM

SPC pay

½ half cost - ½ contingency basis

Market Study → — + Market analysis / feasible

DRAFTING SUPPLIES

TRACING PAPER (36" roll) - GOOD & SCRATCH
ENGINEER & ARCHITECTS' SCALES
4 MECHANICAL PENCILS
LEADS: 2H, H, F, HB, 2B
LEAD POINTER
FELT TIP PENS
ERASERS: PINK PEARL & KNEADED
BRUSH
DRAFTING TAPE
CLEAR ACETATE SHEETS
MAT KNIFE
PUSH PINS
PIN-UP BOARD (CORK, HOMOSOTE, ETC.)
TRIANGLES

Approx. cost = $ 33.00 ±
Also gave copy to Moreland Smith

- Andy Gray

— Andre Stevens - Format of data gathered
— Mahoney
— South City Report.

ACTIVITIES PANOLA INTERN PROGRAM

① Physical Characteristics of Site —
1. site Analysis
a. Soil type, water type & supply, ground water sources, soil capability, visual survey [(Sketches, photographs)]

② Socio-Economic Data
1. Housing Survey
a. family size
b. economic condition
c. housing needs → [structure Q's to elicit response re: to view of environment
phy. dev. needs]
note: get copy of P. Connolly's survey — Marvis Mitzner

2. Economic Base Analysis
a. Major Industries in Area (thrusting industries)
b. possibilities for Supportive Industries
c. Jobs: Availability / Skills necessary [labor Market]
d. lending institutions, technical or trade schools, Jr. Colleges
e. Shipping facilities

3. Plans, timetables, Appropriations of Town-Town

③ Housing Profile (of Study Area)
1. total pop.
2. Housing units/rental occupied

(OVER)

(5) LAND ACQUISITION PROGRAM
- identify owners
- size tracts
- no. of landowners
- establish cost — projected cost
-

(6) RECREATION
- kinds
-

(7) INCORPORATION into MUNICIPALITY
- procedures
- requirements
- project timetable for PLBA incorporation (e.g. should it inc. now in order to build & control public housing?)

(8) DETERMINATION of what Federal Programs can be used at Panola especially New Communities
↳ Develop a basic Financial STRATEGY

(9) Comm. Facilities

① Detail Agenda

co-op

Retail

John & Hart Co

U.S. G.S. map

① Forestry Service

② Soil Conservation

① Review site plan/

② Fed. Complex maps

③ FED. Econ. Study →

: proposals

① Co. Engr's H'way maps

Services Co. serving Sumter Co.

Telephone Directory

① Overall schematic

"probability matrix"

Job Devel. Model

plan steps

① program / ② phy.

NB.

① jobs / how come by cash cop / to truck farming commercial

other Fed. Projects → Supportive Industries

"thrusting industries"

→ possibilities

Marketing Analysis

Marketing network

"Development Process Model"

① List of ~~Potent~~ Agencies

Potential Sources of Data

① State Dept. of Ind. & Trade

② Tenn-Tom Waterway

③ St. H'way / Co. Engr projected demands

② Co. Census Data/ Socio Economic

A. Grey - 3 hrs

E. Cayouyx - 2 hrs → 2 days

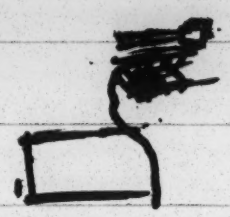
④

- Survey - questions elicit responses as: phy. environment - things desired - phy. dem. needs

* → Copy. of Hart's Survey → MERRIS MITZNER

review - wk of 17th

Co. of Grant - Tuscaloosa - maps of the
Corp. of Engineers.



Soil data / ground water R / characteristic of water after dance.

River Barge Dep (9')

Letter to Mahoney re:
to Research Methodology.

Paul Wiers

① Standard list of Activities/

② List of Agencies/planning data

③ Contact people/suggestions

④ TRANSPORTATION NETWORK

- auto, bus, rail, AIR (private commercial)
- Schedule completion of I-59 relation of access point to Site
- Tenn-Tombigbee

---

① Briefing & Project Review

3 days

June 14-16

- Federation of Southern Coop's Role & Existing Programs
- Introductory Field Trip
- Additional Orientation to So. Regional Council's Staff/facilities,

② Draft letters of Inquiry to Selected Agencies Requesting Background Data.

2 days

Concurrent Activities

1 man 5-8 days

③ Prepare "Schematic" Master Plan for 214 Acre tract → locating 30 Acre tract for housing (ie. incorporating site plan already prepared)

④

PANOLA INTERN PROGRAM

Probable Activities and Staging

I. Briefing and Project Review

A. Orientation to the Southern Regional Council -- staff and facilities

B. Explanation of the Federation of Southern Co-op's role and its existing programs

C. Field Trip (introductory)

II. Draft Letters of Inquiry to Selected Agencies requesing Background Data

III. Prepare "Schematic" Master Plan for 274-acre tract, locating 30 acres for housing (i.e. incorporating site plan already prepared)

IV. Review Outline of Activities and Analyze the Problem

A. Define Study Area

B. Identify Probable Data Needs/Sources

V. Overview of Sumter County, Panola Study Area and Environs

A. Gathered Selected Data on:

1. Physical Characteristics of Site

a) Soil Type

b) Water Type and Supply

c) Ground Water Sources

d) Soil Capability

e) Visual Survey (Sketches, Photographs)

2. Housing Conditions/Needs/Supply

a) Total Number of Units in study area/county

b) Number dilapidated/sound

c) Owner occupied/renter occupied

3. Population Characteristics/Distribution

a) Total Population

b) Number of families/size

c) Family income

d) Age structure

e) Educational levels

4. Economic Base

a) Major Industries in area

b) Volume of manufacturing and non-manufacturing businesses

c) Jobs: type/availability/skills necessary (labor market)

d) Shipping facilities

e) Lending institutions, technical or trade schools, junior colleges

5. Tenn - Tombigbee Development in Gainsville

a) Timetables for development

b) Annual appropriations/ i.e. flow of capital

c) Plans

6. Transportation Network

   a) Completion of I-59/exit proximity to site

   b) Auto circulation, bus, rail, air (private & commercial

   c) Characteristics of Tombigbee after dam construction. e.g. depth; projected traffic/type

7. Land Ownership Between Panola's Land

   a) Identify owners/number

   b) Size tracts

   c) Establish fair market value/project cost to start of proposed land acquisition program

8. Community Facilities

   a) Schools

   b) Day-care

   c) Recreation

9. Incorporation into Municipality

   a) Procedures

   b) Requirements

   c) Establish timetable for PLBA's incorporation (i.e. should it incorporate now to build and control public housing?)

B. Analyze Selected Data

C. Complete Information Gathering

D. Summarize and write up information

E. Design Graphic Display of Selected Data Useful in Programming

VI. Explore Programming Directions

A. Implications of Tenn-Tom Development for PLBA programming

B. Possibilities of PLBA Recreational Developments

C. Possibilities of providing Housing for nearby Employment

VII. Determination of What Federal Programs can Benefit Panola -- especially "New Communities"

A. Incorporate findings (of item VII) into basic financial strategy for implementing general development plan.

VIII. Develop Basic Planning Studies*

A. Land use plan

B. General Development Plan

C. Site plan staging housing development

D. Job Development Model

Sources of Planning Data

1. Alabama State Department of Industry and Trade

2. Tennessee Tombigbee Waterway Authority

3. Alabama State Highway Department

4. U. S. Corporation of Engineers

*In early September, make determination of resources available to finance production of these studies (excluding consultant fees) e.g. cost of printing, reproduction, _____, _____.

5. U. S. Geological Survey

6. John Hart Company (U. S. - GS Maps) Atlanta

7. _____ Forrestry Service

8. Soil Conservation

9. Regional Council of Governments -- Tuscaloosa, Alabama

Miscellaneous Information Sources

1. Utility Companies in Sumter County

2. Telephone Directory for Sumter County

3.

PROBABLE TASKS AND STAGING plus CPM

A. Overview of Montgomery Metropolitan Area

1. Gather selected data on

X Economic Base → use Gould's paper

-volume of manufacturing and non-manufacturing business

-industrial development land, labor, equipment

-shipping facilities

-labor market

-lending institutions technical or trade schools, Junior Colleges

Universities

X Population Data

-geographic distribution

-social and economic class

-race and ethnicity

-age structure, family status

-disease, crime

-educational levels

Leadership Structure

-decision making influences

-processes of decision-making

-political organization

Transportation Network

-auto circulation

-bus

-rail

air (private and commercial)

note: Should PLBA incorporate into a municipality? Intent - in order to build & control public housing now?

midiandem:

① Survey Form
② Site Development

Land Uses

-industrial, commercial, residential, public

-floor plans, topo, forest, area, buffers

Growth Directions

-transportation and utilities

-land suitable for development

-employment concentration trends

-residential trends - suburbanization and growth

2. Analysis of Selected Information

3. Complete information gathering stage

4. Summarize Information

5. Design Graphic Display of Selected Data useful in programing

B. Overview of State University System

1. History, purposes, physical facilities, funding, present enrollment, student characteristics, types of instructional programs, community services

-educational as a component of State and Regional planning - attitudes and policies

-enrollment trends during 60's ; projections for future

2. Analysis of Information Received

3. Return for Specified Information

4. Summarize Information

5. Develop graphic display of selected data to be used in planning program

Robert & Co. → 525-8411

C. Analysis of Montgomery Campus

1. Gather information on

site (how selected, why)

site (location, site)

building program

instructional program

enrollment projections

characteristics of students expected

surrounding area (University's desires)

2. Surrounding area (existing)

probable future developments

3. Develop graphic display of above

D. Explore Programing Directions

1. explore program implications of intent to develop

related to University

Examples:

-to provide suitable housing for students at low cost and phased according to Auburn growth plans

- to assist Auburn in making its educational facilities more accessable to Montgomery area lower -income and disadvantaged people by seeking to utilize Federal programs for student housing and manpower training facilities

-to help university maximize its potential cultural and economic impact on Montgomery area by providing research facilities , cultural facilities, shipping, staff housing . . . .

2. Explore possibilities of program to develop related to industrial growth in surrounding area

- attract new clean , quiet industries and research labs, provide housing and services for nearby employment, organize new construction to benefit local firms or support new associations

3. Written report on conclusions

E. Site Analysis

1. Location assets

2. Assessibility vicinity maps

3. Land usability

- determine quality of terrain and soils to support structures

-is quantity of land available for unified large community planning

4. Develop graphic display of above

F. Develop Building Program

1. Draft summary of findings and recommended building program

2. Review draft program

3. Revise program

4. Develop graphic display of building program

G. Presentation of Analysis, Findings and Proposed Building Program

Graphic Materials

Typed Material

TASK	BY	PLACE	DATE	TIME
C1,2 D1,2	RR/Pete	Montgomery	3/26-27	1 1/2 days x3
E1,2	BA/Phil DH	"		
A1, B1	Phil	"	4/1-3	
A2,B2 A3,B3	RR Phil	Atlanta Montgomery	4/5-7 4/9-10	1 1/2 days
A4,B4	RR BA	Atlanta	4/12-17	2 1/2 days x 2
C1,C2	RR/Phil	Atl./Mont.	4/14-23	2 days
C3	RR BA	Atlanta	4/24	1 day x 2
E1,2,3	RR BA	Atlanta Atl./Mont.	4/24-30	1 1/2 days x 3
E4	DH	Atlanta	"	5 days x 1

MTG. Review data to be used in developing program, related to -

1. Montgomery Metro Area analysis
2. State University System analysis
3. Auburn -Montgomery Campus analysis
4. Site analysis

Discuss possible program directions from above analysis

D1,2	RR/Phil BA/Pete	Montgomery	5/8-9	2 days x 2

Interim Presentation and on Site Interviews with University/McLemore and city officials

D3, F1	RR	Atlanta	5/10-14	2 days
F2	RR/Phil BA/Pete DH	Atlanta	5/14-15	1 1/2 days x 3
F3, F4	RR/BA	Atlanta	5/22	1 day x 2
G	RR/BA/DH	Atlanta	5/22-31	7 days x 3 +mtg.

PANOLA INTERN PROGRAM

A Housing and Planning intern program in Panola is aimed at developing long-range physical development plans.

Objectives

To document and analyze all the physical and social aspects of 1164 acres of land owned by the Panola Land Buyers Association in Sumter County, Alabama for the purpose of developing comprehensive land use plans and an "economic development model."

Propose in gen. agree — concentrate efforts on short range program } ① share cost of program ②

Proposed Program

Two Georgia Tech graduate students would spend the summer gathering data in the ~~main~~ following categories:

1. People - family size, economic condition, housing needs, general demographic profile.

2. Jobs - availability, type, variety.

3. Physical - site analysis, ecological, ground water sources, soil capability, soil type, flood controls, visual survey -- sketches, photographs.

4. Other areas of investigation:

   A. Comprehensive survey of all plans for the immediate area. For example: corp of engineers, state recreation, health department, regional council of government, etc.

- Is there duplication / of Fed. Interns
- Fed. willingness to share expenses
- one or two men needed
- why is info needed? → promotional; long range development;

B. Major economic developments contemplated for the area.

C. Census data on the county (design area)

D. Transportation facilities

Goals of Program

1. A compilation of background data on Panola to be used as a basis for developing a comprehensive land use plan and an "economic model."

A. It is contemplated that this Background Study will be used by students in the joint graduate programs of Architecture and City Planning at Georgia Tech to develop more detailed and technical documents. For example: land use plans, site design, and a program of development that will include an "economic model."

2. Two types of documents are contemplated:

A. A slick public relations brochure that will be used for promotional purposes.

B. A series of technical studies to help guide development and programming.
(site plan) comprehensive land use plans, Design Concepts
Residential community, Economic Base Analysis

Budget Estimates

The following estimates are based on two interns working a period of 10 - 12 weeks during the summer of 1971.

1. Travel

A. 8 man-trips to Panola via Tuscaloosa, Alabama at $69.00 per trip -- $552.00

no. of trip

B. 1-man-trip to Montgomery, Alabama -- $60.00

2. Hotel and Meals

$200.00 - based on 24 man-days in the field (no hotel cost at Panola

3. Telephone and Supplies

$100.00

4. Salaries

$3, 250.00 -- 650.00/month/man for 10 weeks.

Total -- $4,162.00

Note: Allowance for additional part-time work on the project may be proposed at end of the summer program. However, it is contemplated that our financial commitment would be limited to expenses involved in executing the proposed documents.

Goals:
① New Program
- Land use
- Site Plans (274a)

PANOLA INTERN PROGRAM

② Brochure & Slide Presentation

A Housing and Planning intern program in Panola is aimed at developing long-range physical development plans.

Objectives

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Two Georgia Tech graduate students would spend the summer gathering data in the ~~main~~ following categories:

1. People - family size, economic condition, housing needs, general demographic profile.

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3. Physical - site analysis, ecological, ground water sources, soil capability, soil type, flood controls, visual survey -- sketches, photographs.

4. Other areas of investigation:

   A. Comprehensive survey of all plans for the immediate area. For example: corp of engineers, state recreation, health department, regional council of government, etc.

1. Econ. Base Analysis — Industries/Exist & Potential
2. Soil & Characteristics
3. Housing Profile for Design Area
4. Transportation Networks → Compl. I-59
5. Explore possibilities Land Purchase to join tracts
   1. who owns / size tracts / No. of landowners
6. Recreation

B. Major economic developments contemplated for the area.

C. Census data on the county (design area)

D. Transportation facilities

Goals of Program

1. A compilation of background data on Panola to be used as a basis for developing a comprehensive land use plan and an "economic model."

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3. Telephone and Supplies

$100.00

4. Salaries

offer 600

$3, 250.00 -- 650.00/month/man for 10 weeks.

Total -- $4,162.00

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Atlanta, Georgia 30303

MR. & MRS. PAUL K. RYAN
2030 Mark Trail
Decatur, Georgia

MAJOR PLANNING ELEMENTS OF RURAL HOUSING

SITE LOAN APPLICATION

I. General Location Map

II. Plot Plan

III. Site Plan with Specifications

IV. Design of Water and Sewer System

V. Topographic Map ($1200 - $1500)

VI. Detailed Cost Breakdown for Implementing Proposed Development Plan

VII. Administrative Functions

<u>Cost Estimates</u>

I. Robert & Company - 96 Poplar Street, Atlanta, Georgia (See attached sheet)

II. Valley Forge's Proposal (formerly Modular Sciences)

A. Develop "total package" provided V. F. could have control during development phase.

B. Provide front end money to cover planning cost (e.g. Production of topographic map, site planning design of water and sewer) provided V. F. could receive guarantee that its units would be used in the development.

PROPOSED OUTLINE FOR A
PRELIMINARY REPORT ON THE
PANOLA PROJECT

EDDIE CAZAYOUX, ANDY GRAY, ART CAMPBELL

I. Brief history of the start of the project: the Panola Land Buying Association.

II. Research procedure used in data formulation and collection
- Libraries
- People
- Letters requesting information
- Site trips,
  Etc.

III. Existing Information:

A. Physical site characteristics

- Soil
- Water
- Land configuration
- Tenn - Tom. Waterway
- Land ownership patterns near the Panola Site

B. Demographic Characteristics

- Housing
- Population

C. Economic Data

D. Transportation Configuration

- Roads
- Tenn.- Tom. Waterway
- Bus, railroads
- Airport accessibility

E. Community Facilities

- Available utilities
- Schools
- Parks, recreation

F. Master or regional development plan for the area; how Panola fits in

G. Relationships of the organizations involved in the entire project:

- Federation of Southern Cooperatives
- American Friends Service Committee
- Alabama Council on Human Relations
- Southern Cooperative Development Corp.
- SRC

7/1/71

IV. Proposed Needs:

A. Housing requirements

- How related to employment, agribusiness

B. Future programming of Tenn. - Tom. Waterway coordinated with development of Panola Site.

- Recreation
- Industry commercial
- Agricultural

C. Proposed Transportation

- Tenn. - Tom. Waterway -- Related to possible business, agriculture
- Interstate 59 construction

D. Possibilities of municipal incorporation of Panola Site

- Improved services?
- Able to meet municipal obligations through taxing?
- Implications for receiving Federal aid?

E. Determination of Federal, State and local programs that could financially aid Panola.

- What is needed to be done in order to qualify?
- Time phasing of possible funding (Fed.) compatible with Panola development staging?

F. Proposed Development and Phasing

- Overall land use plan for 1164 acres
- Initial use plan for 30 acre parcel
- Financial phasing: Coordinate land and development costs and other expenses with expected income from agribusiness, loans and other sources. Try and determine:

  INCOME - EXPENSES = EXPECTED PROFIT

  for expected life of the mortgate (10 years?).

G. Proposals for future income

- Additional opportunities for jobs
- Jobs related to agribusiness (leather tannery, by-products of agriculture, etc.).
- Local or state markets available
- Local contractors that could be employed.

V. Bibliography of Sources and Publications, Annotated

Panola Project

Andrew P. Gray,
839 Briarcliff Road, N.E.,
Apt. #A.1.,
Atlanta, 30306.

28 April, 1971

Mr. Arthur C. Campbell,
Southern Regional Council, Inc.,
5 Forsyth St., N.W.,
Atlanta, Ga. 30303.

Dear Mr. Campbell,

Again, I wish to reaffirm my interest in working with Southern Regional Council on the Panola Project this summer. I wonder if, at this time, you can confirm a starting date and the salary we discussed, $650/month. Also, if there are forms or applications to be filled out prior to starting, perhaps I could do this now.

Thank you for expressing an interest in having me work with Southern Regional Council; I enjoyed meeting with you and hope that together we can successfully work out an acceptable development proposal for the Panola development company.

Looking forward to your reply, I remain,

Sincerely yours,

Andrew P. Gray

Andrew P. Gray

Schedule mtgs w/ Connell, Gray, Cayouqs
May 11th 6pm - Connell's office

Panola Project

POST OFFICE DRAWER L
GREENSBORO, ALABAMA 36744

M E M O R A N D U M

TO: All Board Members of the Panola Land Buyers Association

FROM: Mr. Lewis Black, Chair of the Board

DATE: April 30, 1971

RE: The Panola Land Buyers Association Board Meeting

We would like to inform you that our next board meeting has been set for May 21 - 22, 1971 starting at 9:00 a.m. As you know, there have been many developments of the Panola Project, and there are several more in process. We would like for the board and all interested people to come prepared to spend two days and help us make some decisions that will be of benefit to the development project.

As chairman of the board, I am asking Mr. Wendell Paris, Mr. Art Campbell, Mr. Meredith Richardson, Mr. John Zippert, Mr. Frank Cooke, Ms. Annie B. Williams, and Mr. Aaron Thomas to serve as a committee in making detail plans for this two day board session. Anybody who will have suggestions or recommendations, please contact these people not later than May 17, 1971.

Contact M. Richardson May 10th

January 19, 1972

Mr. John Zippert
Federation of Southern Cooperatives
P. O. Box 95
Epes, Alabama 35460

Dear John:

Since the PLBA board meeting I have contacted, in person and by telephone, several individuals who might be helpful in pinning down the best approach to a long range Panola housing program. Briefly outlined below is the gist of those conversations:

Jack Drake (Tuscaloosa, Alabama, attorney for the Greene County Housing Authority) said that Greene County's Housing Authority according to Alabama statues can not operate in Sumter County. A representative of HUD's legal department in Atlanta gave me a verbal opinion supporting Drake's contention. However, the Atlanta office would not rule out, "without further research," the possibility of a special arrangement whereby a county housing authority upon consent of the government authorities in an adjacent county might develop a public housing project in that county.

(1)

time →

It took two months to set up Greene County's Housing Authority and from January 1970 to August 1971 to get units approved.

Grover Davis (Birmingham HUD office. He is one of Jon W. Pitts assistants but I don't know his title) remains

why not 515 → rent supplement

non-commital on the prospect of Panola receiving 100 per cent rent supplement. He insists that that judgement can only be made upon detail consideration of a Panola application for "X" number of units but in theory Panola could receive 100 per cent supplement.

Mr. Simmons (Program Management Division of Birmingham HUD office) emphasized the backlog of public housing applications. For the current year the Department has on file applications for 35,000 units but received contracts last year for only 1800 units and expects to receive 2000 contracts for the coming year. He indicated that HUD's legal department would be willing to assist us,i.e. Sumter County, in establishing a (county) housing authority.

Clarence Richardson (Housing Assistance Council, Washington, D. C.) indicated an interest in funding programs designed to develop housing projects on a broad geographical basis, i.e. county, state and region. The Council is willing to provide technical assistance to develop projects and seed money prior to initial closing but will not consider "assisting one specific project." As I understand it they want to fund and assist a mechanism such as a Housing Development Corporation rather than the project itself.

Richardson invited SRC to make a presentation for funding. However, I think the Federation might seek assistance for Panola as a part of its own housing component to assist other member co-ops.

I am meeting with Larry Chekoreff tomorrow--an Atlanta based housing consultant who is to assist Roger Willcox if Techni Coop is to become further involved. The latest I have heard from Willcox is that he is ready to file an application feasibility upon receipt of a written agreement from the PLBA and the arrangement of an option on a specific tract of land.

I will contact you early next week to discuss this matter and at that time give you a definite statement of the Housing and Planning Project's commitment as far as I am concerned.

Sincerely,

Arthur C. Campbell

ACC/rh

SCOPE OF PANOLA ACTIVITIES

Upon review of all the information available to the Housing and Planning Project at this time, it appears that the following course of action is necessary for pushing along the development of a 100 unit housing project for Panola.

I. DETERMINE THE MOST FEASIBLE WATER AND SEWER SYSTEM AND SECURE COST ESTIMATE

A. Options

1. Community water and Sewer System
   -Housing Systems Inc. believe that the $338,000 (estimate by Commonwealth Systems) "cannot be absorbed within a project mortgage". Based on a projected 200 units the per lot cost would run to approximately $1,700.00. However, by going to smaller lots or a cluster development, we would reduce the $300,000. We do not have in hand any "guesstimate" as to the amount of this reduction, whether it is enough to be feasible or not.

   a. Seek a separate grant and/or loan from FHA or FmHA for development of system.

   b. Develop a cluster site plan (if permitted by new subdivision regulations) and get new estimate of water and sewer cost

2. Community Well and Individual Septic Tanks
   -Both Roger Wilcox (Techni Coop Inc.) and Larry Chekoreff (Housing System Inc.) claim that this approach, using the $93,000 estimate from Commonwealth for a community water system, has a much better chance of being absorbed in a 100 unit project mortgage. Before filing for feasibility we would have to undertake the following:

   a. Redo site plan to reflect the use of septic tanks in accordance with the new subdivision regulations and the report from the Soil Conservation Service.

   b. Secure approval from the State Board of Health.

   c. Get a new estimate from Commonwealth and/or an Alabama Engineering Company.

d. Consider cluster development with shared septic tanks--one septic tank for every four houses for example.

e. Secure an engineer's opinion and cost estimate for eliminating ground water flooding by dredging or some other means.

3. A system of Clustered pump and septic tanks
-Do not have cost estimate for this system. Before pursuing should get approval from HUD/FmHA. From there the steps would be generally the same as for option #2 above.

II. SECURE ESTIMATED PER UNIT COST OF HOUSING

A. Modular or Component Housing

1. Select a company and house plans and request cost estimates.
   a. Valley Forge
   b. Alabama Company
   c. Other

B. Stick-built or regular construction

1. Select an Architect
   a. George Hunter - Birmingham, Alabama
   b. Joe Robinson - Atlanta, Georgia
   c. Major Holland - Tuskegee Institute, Alabama

2. Have plans developed by Architect.

3. Select Builder and secure an estimate for construction.

III. PULL TOGETHER PACKAGE FOR FEASIBILITY SUBMISSION FOR A 100% RENT SUPPLEMENT PROJECT

A. Site Plan reflecting the development concept agreed upon -- Housing and Planning Program.

B. The PLBA's Organization capabilities, structure, finances and legal arrangements for releasing the land -- Federation of Southern Cooperatives.

C. Documentation of need for 100 units in the general area of the site -- Housing and Planning Program.

D. Development of Application to file with FHA in conjunction with Housing and Planning

1. Technicoop
2. Other

IV. SELECT FHA APPROVED MORTGAGE BANKER

V. DEVELOP RECRUITMENT PROGRAM

(This would be a method of locating and developing necessary information on potential applicants.)

RATIONALE

The Housing and Planning Program supports the rent supplement approach for several reasons. First, it is legally impossible to have the Greene County Authority apply for public housing units for Panola. This is the firm opinion of Jack Drake, attorney for the Greene County Housing Authority and the legal department of the Atlanta HUD office. (Having no Sumter County authority the possibility of using the Greene County authority was explored because Panola's property is contiguous to the Greene County line whose government is Black-controlled.) Second, the Birmingham HUD office has on file already, applications for far more units (35,000) than the 2,000 contracts it expects to receive. In addition to Panola's dim chances of receiving some units, it would be necessary to promote the establishment of a Sumter County housing authority -- a process requiring the support of the County Commissioners. Third, Housing Systems advises that the structure of the rent supplement is basically the same as Turnkey IV which requires a local housing authority and will allow monthly rents at generally the same level. And, four, rent supplement,providing we solve the sewer problem without seeking a separate grant or loan, can take considerably less time than public housing.

D R A F T

[NOTE: This letter is to describe the property owned by the Panola Land Buyers Association, to authorize an inspection of it by the FHA and others, and to indicate that it is available for an FHA-insured housing development. The following draft language should be comple ted and corrected and signed with this in mind.]

The Federal Housing Administration,
Birmingham, Alabama, and

The Trustees of the Foundation for Cooperative Housing
Washington, D.C.

Gentlemen:

We are the owners of a 273.4 acre tract of land in _____County, Alabama, located on the east side of Highway #39 between Gainesville and Epes, across the road from the intersection of County Road #24.

We hereby authorize you to enter upon and inspect these premises for the purpose of determining suitability for an FHA-insured housing development under the provisions of Section 221(d)3 market rate with 100% rental supplements for eligible applicants.

Very truly yours

The Panola Land Buyers Association

_____ _____
(date)

Meeting - 1 February, 1972 - Roger Willcox, Larry Chekoreff, Bill Edwards, A. Campbell.

Re: Panola Housing Project

Items necessary for filing application for Rent Supplement:

1. Engineering cost for water/sewer
   a. redo site plan with smaller lots and cluster - acquire estimate.

2. State Board of Health preliminary letter of approval of water/sewer plan.

3. Resolution for Rent Supplement.

Site plan

4. Clearance of County Subdivision regulations. (i.e. County Engineer)
   a. one ownership
   b. private roads (requirement of county maintenance)
   c. private utilities.

5. Estimate of Construction Cost
   a. establish unit mix, i. e., distribution (e.g. 25% 2 BR - 50% 3 BR - 25% 4 BR) -- make total less than 100 units e.g. 96 to eleminate environmental impact statement.

6. FHA figures on allowable square feet.

7. Preparation of Application
   a. tax data
   b. electrical utility rates
   c. requirements for building permits
   d. environmental forms
   e. back-up letters relative to necessity of building in an all-black area
   f. decisions about builder

8. Must execute by # 6 above - agreement with TechniCoop
   a. form 46B
   b. option on land

9. Miscellaneous

Willcox - 90% Techni Coop payroll is black
- 50% staff black
- Techni Coop willing to operate on 100% contingency basis. (fees from mortgage after closing.)

Option - Show co-ops to provide additional sewerage capacity or agree to expand capacity upon receipt of funds for additional units.

(a) Sewer & Water Plant On-Site (built with mortgage funds like Little Blue Lake - 72 unit cap) Panola then ~~now~~ sells land at low price and requires coop to agree to increase water & sewer plants later in return for dollars to pay the cost of the additional work Land might sell at $350 per plot (building site -- no subdivision of land in a coop) Coop gets mortgage money to build the plant.

FHA would prefer this (management co. would run the plant)

(b) Coop buys plots with seller (PLBA) agreeing to build water (and/or) sewer plants on some other part of seller's land. Price of plots must then be high enough to cover the seller's costs of building the water and/or sewer systems. These might cost $1,000/unit -- so price of plots might be $1,350/unit. Coop would also have to agree to pay monthly charges for water and sewer service -- Panola would in effect (or actually) become a private utility co. (Lakota Sanitary District provides water and sewer for the Lattota coop)

Unless Panola becomes a legal water & sewer district.

2' topo interval → 10 lot site plan + soil survey } R. Willox

engr. cost →

off-site →

option → show co-op to provide additional sewage capacity or agree to expand capacity upon receipt of funds for additional units.

(a) SEWER & WATER PLANT ON-SITE (built with mortgage funds like Little Blue Lake (72 unit coop) Parola Tire sells land at low price and requires coop to agree to increase water & sewer plants later in return for ~~cost of~~ dollars to pay the cost of the additional water. Land might sell at $350 per plot (building site — no subdivision of land in a coop) Coop gets mortgage money to build the plant.

FHA would prefer this (management company would run the plants)

(b) Coop buys plots with seller (PLBA) agreeing to build water (and/or) sewer plants on some other part of seller's land. Price of plots must then be high enough to cover ~~the cost of~~ the seller's costs in building the water and/or sewer systems. ~~land~~ These might cost $1,000/unit — so price of plots might be $1,350/unit. Coop would also have to agree to pay monthly charges for water and sewer service —— Parola would in effect (or actually) become a private utility co. (Lakota Sanitary District provides water + sewer for the Lakota Coop)

unless Parola becomes a legal water & sewer district.

150 cm

Meeting 1 Feb 72 — Roger Willcox, Larry Chekoroff, Bill Edwards, A. Campbell.

Re: Parola Housing Project

Items necessary for filing application for Rent Supplement:

1. Engineering Cost for water/sewer
   a. redo site plan with smaller lots & cluster. — acquire estimate.

2. State Board of Health Preliminary letter of approval of water/sewer plan.

3. Resolution for Rent Supplement

4. Clearance of County Subdivision regulations. (i.e. County Engineer)
   a. one ownership
   b. private roads (requirement of county maintenance)
   c. private utilities

5. Estimate of Construction Cost —
   a. establish unit mix i.e. distribution (e.g. 25% 2BR - 50% 3BRm / 25% 4BRm)
   — make total less than 100 units e.g. 96 to eliminate environmental impact statement.

6. FHA figures on allowable square feet.

7. Preparation of Application
   a. tax data
   b. electrical utility rates
   c. requirements for bldg. permits
   d. environmental forms
   e. back-up letters relative to necessity of bldg. in an all-black area.
   f. decisions about builder

8. Must execute by #6 above agreement with Technicoop.
   a. form 46 B
   b. option on land

9. Miscellaneous

Willcoy — 90% Technicoop payroll is Black
- 50% staff black

- Technicoop willing to operate on 100% contingency basis. (fees from mortgage after closing.)

April 3, 1972

Mr. David Raphael
Rural Housing Alliance
1346 Connecticut Avenue N. W.
Washington, D. C. 20036

Dear David,

When I met with you in Washington, some time ago, I promised to keep you up to date on our plans for housing in Sumter County, Alabama.

On March 3, 1972, we met with Mr. James Hall and some of his associates from the Farmers Home Administration, State Office in Montgomery. As a result of this meeting we have made application, through the local FmHA office in Sumter County for a Rural Cooperative Housing Loan under Section 515 of FmHA's authorization. We requested a loan for the initial phase of 40-50 units of a total 200 unit co-op housing development on a 274 acre tract we partially own and have options on. The application called for funds necessary to make site improvements like water, sewage, and streets, and community facilities.

We submitted the application on behalf of the PLBA Development Corporation, a non-profit housing corporation set up under the laws of the State of Alabama. A copy of this charter is attached to this letter, along with a list of the board of directors. Mr. Hall said FmHA's legal experts would need to advise us as to whether we could borrow for this type of project under the present charter or whether a new legal entity would be needed. From our reading of FmHA Instructions 444.5 and 444.7, we may need to charter a separate cooperative, composed entirely of persons agreeing to live in the houses. We need some independent advice in this matter and defailed guidance in following and interpreting the FmHA instructions.

Construction of 50 units will require the establishment of a water and sewer system. Under present Alabama law, the water system will need to be comparable to that of a "public water system", this includes drilling of a grouded well, to protect the water from any seepage or contamination.

grouted

There is also a question of the purity of the water. In this area we have an underground salt formation, such that most of the water contains calcium salts and thus has a slightly salty taste. This taste may make our water supply unacceptable, although most of the people in this area enjoy drinking the water.

Our sewage system was planned as a two chambered lagoon, with the effluent from the lagoon draining into Toms Creek, which passes through our land. An inspector from the Alabama Water Improvement Commission would not approve our lagoon site because he said the stream in Toms Creek would not flow fast enough at certain dry period in the year. We will need to submit a plan, either a. pupumping more water in the creek to increase the flow, b. pumping and piping the sewage into the river (4-5 miles), or c. getting easements from all persons with property along the creek until we reach a point where the flow would be sufficient to permit disposal. This poses and additional problem and cost to the project.

The man from the Alabama Water Improvement Commission indicated that the Enviornment Protection Agency made some grants available for situations such as ours. Do you know anything about EPA grant, or other grants for water and sewer needs like ours? Can you send us this information and provide us with other technical assistance needed in pursuring this co-op housing loan.

The members of the Panola Land Buyers Association have a critical need for housing, so anything you can offer in the way of assistance to expedite our project would be appreciated.

On another matter, you should be hearing shortly from Mrs. Barnes and Mrs. Augustine on the problems of the Leonville-Palmetto Self-Help Housing Groups in St. Landry Parish, Louisiana. I recently helped them to compile a detailed and documented report on their problems with self-help housing. They plan to send you a copy as soon as the group has approved the contents and wording of the statement.

I hope to hear from you soon on the above matters.

Peace,

John Zippert

cc: Meredith Richardson
Charles O. Prejean

Enclosure

Federation of Southern Cooperatives
Training and Research Center
P. O. Box 95
Epes, Alabama 35460

Some of the mineral elements contained in sub-surface water, found in Sumter County, Alabama, are listed below. This list was developed from a list posted in the Town of Livingston.

- Oxide of Iron and Alumina
- Sodium Chloride
- Calcium Bicarbonate
- Calcium Sulfate
- Magnesium Bicarbonate
- Silica
- Free Carbonic Acid

6/7/1972

Dear Art,

I am finally writing on the housing situation and you should have something in hand soon.

In the meantime I am sending some information on the minerals in the water in this area. Let us know how the analysis you took came out.

I am also sending a copy of a letter I wrote RHA in April, to which they never responded which says pretty much the situation as it is now. Maybe you can check

of why they didn't respond
to this letter in
preparation for my
coming information.

Peace,

John

TechniCoop, Inc. 1010 WASHINGTON BLVD., STAMFORD, CONN. 06901 - (203) 359-1360

June 8, 1972

Mr. Arthur Campbell
Co-Director
Housing & Planning
Southern Regional Council, Inc.
52 Fairlie Street, N.W.
Atlanta, Georgia 30303

Dear Arthur:

Many thanks for your May 15th letter. I have been holding it on my desk hoping that you would be able to come up with some information, at least about the status of Panola. Can you give us any more information or should we just send the whole thing to file and forget?

With very best regards,

Roger Willcox
President

RW:ph

TECHNICOOP, INC.
WASHINGTON, D. C. OFFICE:
1012 14TH STREET, N. W. – SUITE 904
WASHINGTON, D. C. 20005
(202) 737-7028

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July 21, 1972

Mr. Clarence Richardson
Assistant Director for Technical Assistance
Housing Assistance Council Inc.
1601 Connecticut Avenue NW
Washington, D. C. 20009

Dear Mr. Richardson,

At long last I am able to send you some written documentation on the housing program for members of the Panola Land Buyers Association.

I am enclosing two basic documents with this letter. The first, is the "Report on the Status of Housing for the Panola Land Buyers Association, Sumter County, Alabama (7/15/1972)". The second is an application for a site development loan from your revolving seed money loan fund. The two documents are cross-referenced in as much as possible and relate to basically the same information. To get a better perspective on the situation, I suggest you read the "Report" and its appendixes first, before studying our loan request.

In addition to the loan, we are requesting the assistance of HAC and other organizations committed to housing in rural areas for low income people, in appealing the negative and unfair decisions of the Farmers Home Administration on our application to them for a Rural Cooperative Housing Loan, under FmHA Section 515.

We have not yet filed a formal complaint with Farmers Home. We would like to get the advice and assistance of HAC; Art Campbell at Southern Regional Council; the Rural Housing Alliance, and the American Friends Service Committee, before we act. We want you to support the legitamacy of PLBA's complaint and join with us in an appeal to FmHA at the national level, to reverse their decision, and proceed rapidly in an affirmative manner, to develop a co-op housing program for P.L.B.A. members. After reviewing the enclosed data we would like your input and suggestions on this matter.

A Mr. Elwell, with Multifamily Housing in the National Office of FmHA is mentioned in the letter of rejection, received by PLBA, as a major factor in the refusal of the application. We would like to set up a meeting in Washington with Mr. Elwell and others in positions of influence with FmHA, to see if we can reverse these decisions. Several members of Panola Land Buyers Association, are willing to come and present the case to FmHA, if we can arrange for a fair hearing, that will be followed by meaningful action. We need your help and guidance in setting up this kind of meeting.

The application for a "seed money loan" is made in the name of the Federation of Southern Cooperatives, at our Georgia address. The funds are being requested by the Federation to assist the PLBA Development Corporation, a community sponsor in Sumter County Alabama. By routing the formal request through the Federation's headquarters in Atlanta, I hope we can avoid any legal difficulties you may have, because of the problems with getting approval for your program to operate in the state of Alabama.

In as much as possible we would like our loan request to get priority consideration by your loan committee and board.

I am sure after reading over and studying our material you will have many questions and comments. Please feel free to contact me if you need any clarification or additional information.

For several months, you have been asking me to put our needs and program "down in writing" and send in "an application on HAC forms". I feel this has now been accomplished. There were several major reasons for the delay. The primary reason being, that the Federation of Southern Cooperatives does not have funds to employ a full time housing specialist, to pursue a regional and localized housing program on a continuing basis. We have had to rely on persons like myself and Meredith Richardson, who only have part-time and spare time to devote to this vital housing effort. We are in desperate need of funding for a position at the Federation to develop a regional low income housing program in the South. Perhaps, HAC, in an evaluation of its efforts over the past few months, will come to realize this great need for administrative funds by community based groups, if housing for poor people is to develop and flourish at the grassroots level.

Please give my regards to Fred Cooper, your assistant, who was with you at the Birmingham meeting. I hope to hear from you soon.

Peace,

John Zippert

cc: Charles O. Prejean, FSC
Art Campbell, Southern Regional Council
Clay Cochran, Rural Housing Alliance
Miss Connie Currie, American Friends Service Committee
Elbert Jones, FSC

July 21, 1972

Mr. Clay Cochran, Executive Director
Rural Housing Alliance
1346 Connecticut Avenue, N. W.
Washington, D. C.

Dear Mr. Cochran,

I am sending you copies of:

a. "Report on the Status of Housing forthe Panola Land Buyers Association, Sumter County, Alabama (7/15/72)

b. An application for seed money assistance from the Housing Assistance Council, submitted by the Federation of Southern Cooperatives for PLBA Development Corporation

c. A cover letter to Mr. Clarence Richardson, Assistant Director for Technical Assistance of HAC, requesting support in our effort to secure a Rural Cooperative Housing Loan (Section 515) from FmHA

The Panola Land Buyers Association with the help of the Federation, has been trying for over a year to secure assistance from the Farmers Home Administration, for a Rural Cooperative Housing Loan (Section 515). We feel this loan for a housing program is best suited to the objectives and conditions of P. L. B. A., as a cooperative land purchasing association. The fifty year amortization period and the possibility of including community facilities in the total loan, make this program additionally attractive to the group.

We are very interested in securing a loan for co-op housing, under this legislative mandate of FmHA, despite their own unwillingness to make use of the provisions. A break-through on a RCH loan for PLBA, could open the way for cooperative housing in many other communities across the South, where the Federation is operating.

We need your assistance and guidance, along with that of other concerned rural housing organizations, in appealing the decisions of FmHA in our case. As you will see from our documentation in the report, we have ample evidence of FmHA's unwillingness to work with us on this project.

We hope you will be able to assist in gaining a significant commitment to our project, at the national level in FmHA.

As you will also see from the report, we have been pushing the PLBA's housing problems from all angles. Our only small success, has been constructing three demonstration houses for PLBA members.

During this past winter, I was in your office in Washington and talked to Dave Rapheal and Pat Sabelhaus, of your staff, about some of the problems, we were encountering with FmHA, in Sumter County. They may be able to give you some additional background on the situation.

Please feel free to call me in Epes, if you have any questions or comments on the contents of the report.

Peace,

John Zippert
Program Implementation Director

cc: Charles O. Prejean
✓Art Campbell
Connie Currie

HOUSING ASSISTANCE COUNCIL INC.

1601 Connecticut Ave., N.W. • Washington, D.C. 20009 • (202) 483-1426

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Executive Director
Gordon Cavanaugh

August 10, 1972

Mr. John Zippert
Federation of Southern Cooperatives
Post Office Box 95
Epes, Alabama 35460

Dear John:

The Alabama situation was debated during our loan committee meeting on August 8. The circumstances which surround the state objection prohibiting our assistance to you was thoroughly presented. A position was taken which would direct attention to this matter at the congressional level. We are in the process of making arrangements for support from Senator Sparkman of Alabama.

Section 242 of the Economics Opportunities Act prevents financial support in a state which has failed to give its approval. The Housing Assistance Council Board interprets this to include assistance within a state by way of another state. If done this will circumvent the intentions of Congress.

You are aware of the homework required. Our main concern up to this time was to make certain that your project be documented. There is no question about need, this speaks for itself in rural Alabama. It is clear that you have exhausted tremendous efforts at the county level, inclusive of the Farmers Home Administration. All this you have substantiated, and with it we seek the Senators support for state approval, and approval for your project in particular. We wish to use this opportunity with the Senator to indicate that the state has failed in two broad areas: 1) To develop a program for financial assistance to rural minorities; 2) to support assistance from available sources out of the state, such as the Housing Assistance Council. The Panola proposal must be the example we need to confront Senator Sparkman.

The loan committee encourage you to present this application package to Mr. Ned Butler, SEOO administrator. Mr. Butler will turn it down, we expect. The objective is to document every effort exhausted both locally and statewide. We will inform you when Senator Sparkman's conference has been arranged for your participation.

With respect to the problems raised concerning Farmers Home Administration's policy interpretation on cooperatives, we will cope with this issue. We are arranging conferences with Farmers Home on August 15. The questions you raised will be discussed,along with central office decision concerning the cooperative. There is no need for you to be present at this conference. If not resolvable at the division level, then we will proceed further.

Sincerely yours,

Clarence A. Richardson

Clarence A. Richardson
Assistant Director
Technical Assistance

CAR:jm

TechniCoop, Inc. 1010 WASHINGTON BLVD., STAMFORD, CONN. 06901 - (203) 359-1360

review & include in letter to Zippert

August 11, 1972

Mr. Arthur C. Campbell
Southern Regional Council, Inc.
52 Fairlie Street, N. W.
Atlanta, Georgia 30303

Dear Arthur:

This acknowledges receipt of your August 7th letter forwarding a report by John Zippert on the Panola housing situation.

I will review the report more carefully and comment more in depth later. But I would like to make two points immediately:

1. Possibilities of Farmers Home Financing Under Section 515: Our experience with Farmers Home over a five year period has been completely negative. We once had a $15,000 grant from the Department of Agriculture, arranged directly by the then Secretary, to explore cooperative housing under FMHA I personally handled our work under that program and met many times with senior Farmers Home Administration officials in Washington. We were very far apart on our concepts of what cooperative housing might look like in rural America and what the future of cooperatives could be under the various Farmers Home programs. In brief, we have already come to the conclusion that the chances of a sound cooperative with mortgage financing arranged through the Farmers Home Administration are virtually nil.

2. Alternate Financing Under FHA With 100% Rental Supplements: We have previously recommended and we now again recommend that a much more practical, feasible and immediate financing possibility exists under the FHA Section 221(d)(3) program with 100% rental supplements. We have as you know already developed two projects in Michigan and South Dakota, providing detached houses under this program for families with annual incomes below $2,000 in some cases. There is rent supplement money available and we believe that a program can be put together and we are ready to help you do it.

I am sure you already know our feeling on both of these matters. My analysis of Mr. Zippert's report will definitely reflect our bias in these two regards!

Sincerely yours,

Roger Willcox
President

RW:ph

cc: Larry Chkoreff

TECHNICOOP, INC.
WASHINGTON, D. C. OFFICE:
1012 14TH STREET, N. W. – SUITE 904
WASHINGTON, D. C. 20005
(202) 737-7028

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THE FEDERATION OF SOUTHERN COOPERATIVES

Memorandum

TO : Art Campbell

FROM : John

SUBJECT : HAC Letter

DATE: 8/14/1972

When I returned from Atlanta, this letter from HAC was waiting for me.

The last paragraph of the letter deals with FmHA approval of cooperative loans. I will contact Clarence after 8/15/1972 to see what he has come up with in the meantime. I will get my letter ready to send Neville. I will write Neville unless HAC has come up with a definite change in FmHA policy.

Housing Assistance Council Inc.

Suite 606
1601 Connecticut Ave., N.W.
Washington, D. C. 20009
(202) 483-1426

Executive Director
Gordon Cavanaugh

September 1, 1972

Mr. John Zippert
Federation of Southern Cooperatives
Post Office Box 95
Epes, Alabama 35460

Dear Mr. Zippert:

I tried to reach you by phone, but was not successful. Mr. L. D. Elwell, director of Farmers Home Administration's Multi-Family Housing Division, and I had a follow-up discussion concerning the proposed Panola Land Buyers Cooperative. Mr. Elwell said that he would gladly give you an appointment to review your situation, and that it might best be done during the next few weeks. His telephone number is 202-447-7207.

Mr. Elwell mentioned that the normal method of ironing out difficulties would be through the FmHA State office. However, after reading your report, he is willing to consult directly with you. I have always found him to be a fair man, and am sure you will also. This is noted despite the fact that you may not necessarily agree on all positions.

Should you decide not to seek an appointment with Mr. Elwell, please send a card, or otherwise let him know.

Sincerely yours,

Art Collings

Arthur M. Collings, Jr.
Senior Housing Specialist

AMC:jm

John Zipper - Sept 19, 1972

- Issue between Federation (Prejean) & Cooperative Development Fund (Mr. Knight)
  - → ~~[illegible]~~ competition for funds from same source harmful to Federation's efforts.
  - → 30% Fund membership are also Fed members (18 actual members of Fed)
  - → Fund awaiting approval from Securities & Exchange Commission of Fund's prospectus — Fund presently limited in number of stockholders they can accept
    - → only coops represented on Fund's Bd. Others are receiving loans from fund
  - → Fund — having Bd election first Sept. 28
    2 members up for election supports Fund, 2 supports Federation. → outcome to determine ???
  - → FSC would like to see McKnight's autonomy in running Fund reduced.
  - →

September 28, 1972

Mr. Clarence Richardson
Housing Assistance Council
1601 Connecticut Avenue NW
Washington, D. C. 20009

Dear Mr. Richardson,

On the advice of Mr. Art Collins of your staff, I have contacted Mr. L. D. Elwell, of the Farmers Home Administration in Washington, D. C.

Mr. Elwell has given us an appointment for Thursday, October 19, 1972 at 9:30 A.M. in his office, Room 5331, South Agriculture Building.

When we meet with Mr. Elwell, I hope to have all the materials completed for filing a preliminary application for a Rural Cooperative Housing Loan under FmHA, Section 515. We will have a charter for the "PLBA Housing Cooperative" under the proper section of Alabama law. We will have signed "subscription agreements" from the prospective co-op members and hopefully application forms on most of them. With the possible exception of an approved sewage plan, I hope to have all the site development and house plan information available.

I would like very much to bring two or three members of the PLBA Housing co-op with me to this meeting. I feel this will impress FmHA and give the groups' members a chance to participate fully in their own housing program. Because of the present financial crisis facing the Federation, we will not be able to pay the expenses for the PLBA representatives. I am requesting that HAC assist us with expenses for 2-3 PLBA representatives, at a cost of $200 per person. Round trip airfare from Meridian, Mississippi to Washington, D. C. is $136.00, and I estimated other expenses for food and lodging to reach the $200 figure. Please advise me, if HAC can assist PLBA's members to make this trip.

I am also planning to request that a representative of each of the organizations, that are involved in assisting PLBA with its housing development program, attend the meeting with Elwell with us. This would mean a person from HAC, American Friends Service Committee, Southern Regional Council, Rural Housing Alliance, and myself from the Federation of Southern Cooperatives.

Fred Cooper called me today to let me know, Ned Butler in the Alabama SOEO may be reconsidering his position on having the governor sign-off to allow HAC to operate in the state. This sounds good and I hope we can work this together with FmHA potential reversal of their stand on our project.

Please let me hear from you soon on my request for assistance and support in connection with the meeting with Elwell.

Peace,

John Zippert

JZ/fr

cc: Meredith Richardson, FSC
Elbert Jones, FSC
✓Art Campbell, SRC
Ms. Connie Currie, AFSC
David Raphael, RHA
Annie B. Williams, PLBA Dev. Corp.

September 29, 1972

Mr. L. D. Elwell
Multi-Housing Specialist
Farmers Home Administration
Room 5331 So. Bldg.
U. S. Dep't of Agriculture
Washington, D. C.

Dear Mr. Elwell,

In conjunction with our meeting planned for October 19, 1972 concerning the housing situation of the Panola Land Buyers Association, I am forwarding to you a copy of the charter of the "PLBA Housing Cooperative", a corporation chartered pursuant to Title 10, Section 168 of the Code of Alabama. We are in the process of chartering this new application for the purpose of qualifying for a Rural Cooperative Housing Loan from Farmers Home Administration.

Since the question of an appropriate charter was one of the major issues raised in previous objections to our project, we are forwarding this copy to you, prior to the meeting, for the study and review of your legal analysts. We anticipate compiling a set of Bylaws for the cooperative, compatible with the model, in FmHA instructions to Section 515.

Please give this your attention prior to our meeting. Thank you for your kind attention. I remain

Sincerely yours,

John Zippert, Director
Program Implementation Division

JZ/fr

Enclosure

cc: George Howell, Esq. (FSC), Meredith Richardson, Art Campbell, SRC, Clarence Richardson, HAC, Dave Raphael, RHA, Connie Curry, AFSC

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JOSEPH HAAS, COUNSEL
GEORGE H. ESSER, EXECUTIVE DIRECTOR

Southern Regional Council, Inc.

52 FAIRLIE STREET, N. W. ATLANTA, GEORGIA 30303

522-8764

October 16, 1972

MEMO TO: Harry Bowie

FROM: A. Campbell

RE: Panola Housing Project — file (deadfile?)

A meeting with Mr. L. D. Elwell, multi-housing specialist, for the Farmers Home Administration has been scheduled for October 19. The participants in this meeting will include representatives from the following organizations: Housing Assistance Council; American Friends Service Committee, Southern Regional Council; Rural Housing Alliance; Federation of Southern Cooperatives, and the Panola Land Buyers Association.

We seek in this meeting to negotiate FHA's support for a cooperative housing project for the PLBA. The meeting was precipitated by the State FHA Office's (with Washington's approval) failure to give adequate attention to a housing application from PLBA. The gist of the State's position on the application was to question the stability of the PLBA members (i.e., the applicants), reject the charter, question feasibility of providing water to the proposed housing project.

Prior to the meeting with Elwell, on October 19, a strategy session of the participating organizations will be held on Wednesday October 18.

FEDERATION OF SOUTHERN COOPERATIVES
RURAL RESEARCH AND TRAINING CENTER
EPES, ALABAMA

Planning and strategy meeting to prepare for conference with
L. D. Elwell, Multi-Family housing
Farmers Home Administration/USDA
on PLBA Housing Co-op (RCHL) Loan.

*Persons expected to attend:

Ms. Annie B. Williams, Pres., PLBA Housing Co-op
Frank Cook, Pres., Panola Land Buying Association
John Zippert, Federation of Southern Co-ops, Epes, Alabama
Clarence Richardson/Art Collins, Housing Assnc. Council
Art Campbell, Southern Regional Council
Ms. Eleanor Eaton, American Friends Service Comm..
David Raphael, Rural Housing Alliance

Elbert Jones, Federation of Southern Cooperatives, Washington, D. C.

*Points to be Discussed:

1. Background and present status of PLBA Housing Program.

-3 demonstration houses
-Efforts to secure RCHL from FMHA
-History of PLBA (slides)

2. Review of reasons for FMHA rejection of original loan request (4/1972)

-Need for co-op charter
-"Poor People - Poor Risks" for loan
-FSC's participation and T. A. role questioned
-Water and sewage problem
-FMHA's Philosophical opinion of Co-ops

3. Results we want to obtain from meeting with Elwell?

-Specific commitments from FMHA on:-

A. Accepting application for RCHLoan from PLBA.
B. Making PLBA project a demonstration model of Housing for poor rural people.
C. Help on water and sewage problems (Grant?)
D. Timetable for processing loan
(Maximum total, no more than 180 days).
E. Broader perspective on FMHA co-op Loan Policy.

F.

4. What will FmHA most likely objections be:

A. Opposition to Co-ops? Prefer 502 or Rural rental.
B. Water and sewage.
C. Land ownership in relation to mortgage.
D. High reserve for vacancies, repairs, etc.
Because of risk in poor people.
E. No local leadership in PLBA to handle large loan.
F. Opposition to recreational facility plans.
G. People too poor to meet monthly payment.
H. High cost of project (?)
I. Not enough staff to handle request(s).
J.

5. Role of each person/organization in meeting with Elwell.

-Panola Land Buyers
-Federation
-HAC
-RHA
-SRC
-AFSC

Clarence → 202 483/1424
Richardson
HAC

→ James Draper – who?

community organizations

→ individuals – compiling list to invite for briefing of HAC's programs

→ basis for establishing regional office (?)

→ re: Ponoka → try to get state approval for Ponoka project → Ned Butler

→ List of community organizations

→ Jerry Banks

FEDERAL INSTRUCTIONS
444.5
4A-10 G | 444.1

Panola Project

Legal Description Tract #2: Proposed Housing Site

From the intersection of the East-right-of-way of Alabama Highway #39 with the North line of Section 26, Township 21 North, Range 2 West, run East along the North line of said section 26 for 2260 feet; thence South to a point on the South line of said section 26 that is 418 feet west of the Southeast corner of the west half of Section 26; thence west along the southline of Section 26 for 1672 feet; thence North 95 degrees West for 646.1 feet to the East right-of-way of Alabama Highway #39; thence North along said East Right-of-way of Highway to the point of beginning. Said land lies in the West half of Section 26, Township 21 North, Range 2 west, Sumter County, Alabama, and contains 273.4 acres, more or less.

Subject to existing easements for roads and public utilities.

Panola Project

PANOLA LAND BUYERS ASSOCIATION

The short synopsis below of what transpired in Panola over the past two years was provided by the Federation of Southern Cooperatives.

BACKGROUND:

In 1966, the tenants on Roger's Plantation in Sumter County, Alabama (1960 census, population 21,000; 81% Black) with the assistance of civil rights lawyers requested their just portion of the federal cotton price support, subsiding and deferred acreage payment from Mr. Rogers. Rogers was forced to pay his tenants but in retribution, he ceased farming operations and leased his land to the Hammermill Paper Company.

Some of the tenants moved in with local relatives and friends; some seven families were moved by the NAACP to Tuskegee Institute, Alabama and a few of the families moved on to Chicago. Some are still living in their old houses on Roger's land but they have pine trees planted by Hammermill up to their doorsteps.

There is not even enough land available for growing a home garden, the source of the mainstays of southern rural diet: greens and blackeyed peas. These folks also pay two sets of rent, one to Rogers for the house, and another to Hammermill for land.

Various community development organizations, including the Federation of Southern Cooperatives helped to organize the families into the Panola Land Buyers Association (a non-profit entity) and began looking for some land the group could buy and resettle.

The Panola Land Buyers Association has recently purchased 1164 acres of farm and pastureland in Sumter County, Alabama for $186,000.00. With the acquisition of this acreage, several agricultural enterprises are being initiated. A year-round crop rotation program is being developed including vegetables and specialty crops for the commercial market, grasslands for grain and hay and pasture.

The Housing and Planning Program's Role in Developing Housing and Long-Range Plans for the Panola Land Buyers Association

Arthur C. Campbell, Associate Director of the Housing and Planning Program (HPP) was contacted during October, 1970, by Merith Richardson of the Federation of Southern Cooperatives, about the possibility of Housing and Planning assisting the Panola Land Buyers Association to develop a housing project and to develop long-range comprehensive plans for 1164 acres of land in Sumter County, Alabama. Campbell expressed a positive interest in the project. In this regard, he later met with Richardson and Wendell Parish (also of the Federation) to further discuss how HPP~~'s~~ might be of assistance.

Field Trip:

On October 22nd, Campbell visited Panola. The 1164 acres are in three separate tracts, of 200+, 300+ and 500+ acres. ~~and he got to see some of all three tracts~~. Based on a ~~this~~ short windshield survey of the property, ~~it seems that~~ the 200+ acre tract seems ~~is~~ more suitable for housing, mainly because of its gently rolling contour and its access to county roads on two sides. One of these, a paved road, provides direct access to Gainsville -- a small village situated approximately three miles due north of the present site. The 300+ acre

tract borders the Tombigbee river for approximately 1/2 mile and generally seems suitable for industrial development and some row-crop farming. Most of the third tract, 500+ acres is ideal pasture land (with, apparently, an abundant deer population) with some land suitable for row-crop farming.

During the visit, Campbell met several of the members of the Panola Land Buyers Association who indicated to him that their primary concern was "How soon can some houses be built?"

Alternative Courses of Action for Assisting Panola

An initial assessment of Panola suggest two broad approches to its problems:

1. The organization of a development team to make the necessary preliminary studies and to file applications for selected federal programs that would enable the Association to get at least ___ units of housing built at the earliest possible time.

2. The initiation of long-term planning aimed at providing a Master Plan for developing the 1164 acres. Such a plan should sufficiently cover the following areas:

   (a) General Physical development

      1. Comprehensive Land Use Plan

      2. Economic Base Analysis

   (b) Development Control and Incorporation

   (c) Financing

   (d) Goals and Objectives

Within the two broad approaches outlined above there are specific alternatives for action that seem feasible at the moment.

Approach No. I

1. Contact other housing orgainizations in an effort to find seed money and/or technical assistance for Panola to hire professional consultants. Some of the groups we might negotiate with are:

   a. National Corporation for Housing Partnerships/ Washington, D. C.

   b. Non-Profit Housing Center/Washington, D. C.

   c. Rural Housing Alliance/Washington, D. C.

2. Housing and Planning could use its consultants to obtain architectural plans and other preliminary items for PLBA. In this capacity, Housing and Planning would assume the responsibility of "Packaging." i.e. filing applications with the appropriate federal agencies and arranging meetings with builders, mortgagers, and local FHA officials.

3. Housing and Planning could develop a Section 106(b) application, on behalf of Panola, to obtain financial assistance to pay for preconstruction costs, "before the proceeds of the federally insured mortgage loan become available."

4. Seek established consultants who would be willing to provide preconstruction services based on their analysis of PLBA's eligibility for funding, and contingent on being reimbursed after the federally insured mortgage loan become available.

Approach No. II

Only one idea for effectuating this approach has been given some thought.

It is felt that Approach No. II lends itself to student participation. For one thing, time is not as crucial as in Approach No. I, and two, there is precedent for student involvement in community development projects. Perhaps most important is the fact that student labor is less expensive than professional labor -- automatically making it attractive to PLBA with its meager finances. Therefore, student participation is central to the initial proposal for providing long-range planning for Panola.

The following elements comprise the skeletal proposal:

A. Recruit teams of students from various schools in Alabama to prepare specific parts of the comprehensive plan. A faculty member would be engaged in each case to supervise the project.

B. Recruit a panel of architects, planners, economists, builders and other necessary professionals to review the students' work on a specified time basis, HPP would work out the logistics of this arrangement.

C. Hold seminars on housing and rural planning at the participating schools. Lecturers for the seminars would be drawn from the panel of professionals.

D. Housing and Planning would meet expenses associated with the student project. These would include: Production expenses (e.g. maps, reproduction, etc.), travel, cost of convening seminars and telephone and postage involved in student communication with local people.

Charles Hieght, Head of the Department of Architecture, Tuskegee Institute, advises that the major considerations in a project of this type are: (1) student expertise; (2) constraint

of time; (3) available faculty members and (4) the logistics involved in having outside professionals critique student work. He underscores time as perhaps the most crucial factor. A "tricky" factor not to be overlooked is how to combine the project with course work.

The approaches and alternatives above are listed to suggest how we can most effectively assist Panola and to indicate how our involvement might benefit. HPR

We are now looking into items on our present agenda.

Present Agenda:

Each activity is aimed at effecuating, either, the immediate program to build housing or the long range planning program.

1. Check out the availability of seed money for Panola from the sources suggested above.

2. Take a close look at University of North Carolina model where students prepared some preliminary studies for Soul City.

3. Check into the set-up for developing the new town of Greenevers in North Carolina.

4. Check out student interest in the described project and their availability from other Alabama universities.

5. Now reviewing selected federal programs that seem available to meet Panola's needs. e. g. 106(b) technial assistance and FmHA's site development program.

6. Met with Bruce Andrews of the Charter Corporation in Birmingham, Alabama to review the housing units

that they manufacture. Have in hand, basic information on this outfit.

7. Will meet with the Board of Directors of the Panola Land Buyers Association on Monday, November 9, 1970.

Case Study Number 10

URBAN ACTION CLEARINGHOUSE

WINSTON-SALEM PARK PLAN SERVES RECREATION NEEDS FOR ALL

Report in Brief: Public recreation programs in Winston-Salem, North Carolina were already burdened by long-standing apathy when in 1964 the attorney general ruled the city could not spend tax funds for recreation without referendum approval. Leaders of this southern city resolved to propose a major improvement of the recreation system instead of allowing it to die. Voters approved that proposal and a later referendum. The system has become one of the finest in the South, benefiting from neighborhood councils and other citizen involvement that help it to serve the needs of all Winston-Salem residents.

Chamber of Commerce of the United States
1615 H Street, N.W./Washington, D.C. 20006

Parks Wage Costly Fight to Clean Up After Growing Crowds

By DAVID BIRD

One of the biggest problems the Parks Department faces today is cleaning up. The department is spending $10.5 million—about a quarter of its budget—just to pick up litter this year.

Peter Aschkenasy, the deputy executive director, estimates that twice as many people are using the parks now as did about two years ago. As use rises, so does the litter.

"You might find," he said wryly in an interview last week, "that the streets are an iota cleaner because more people are bringing their refuse into the parks."

Gone are the days when a park employe armed with only a spike-tipped stave could even begin to make a dent in the accumulating debris.

But Mr. Aschkenasy complained that budget restrictions "have not allowed our forces to grow with our expansion." Moreover, it has been impossible to mechanize much of the clean-up operation, he said, because "any machine that picks up the debris also picks up the grass."

About half of the Park Department's 37,000-acre domain is made up of grass and green areas. The rest consists mostly of beaches, roads and surfaced play areas.

In the non-grass areas the department has made some progress with mechanization. This month, for example, it expects to begin regular mechanical sweeping of roads and paths with the first of seven new motorized sweepers it ordered. Essentially, these are scaled-down versions of the mechanical sweepers that now clean the city's streets.

Another piece of mechanized equipment that has been working out well in trials on the beaches for the last year is a vehicle called a beach sanitizer. It has been sifting debris out of the oceanfront much more efficiently than the manual labor it replaced.

The sanitizer costs about $16,000, and the department has money for two more in the new budget.

Meantime it is still trying to find something that will work on the grass.

"I want a big monster," Mr. Aschkenasy said, "that goes along the grass, picks up the debris and leaves the grass standing."

So far nothing has worked out, although the department has sent representatives all over the country to look at new devices.

Not Enough Receptacles

Part of the clean-up problem is as simple as litter baskets. The department says it doesn't have nearly enough of them.

Jack Goodman, the Manhattan borough director, said the department is limited by the budget to three or four thousand new baskets a year. He said this is not nearly enough to replace the ones that wear out (they last about three years) or are lost to vandalism.

Mr. Goodman said the department has been salvaging old oil drums to provide additional receptacles. In Central Park alone, he said, there are some 200 of these drums—painted blue, orange, red or green—serving as trash receptacles.

The parks' refuse problem was brought into focus most recently after the concert that Barbra Streisand gave at the Sheep Meadow on Saturday night, June 17.

Miss Streisant drew 135,000, and these listeners left a carpet of litter that made the Shaeep Meadow's 90 acres look like a garbage dump.

Although it was caught somewhat off balance by the size of the Streisand crowd, the department never expects to be as unprepared as it was for the hot July 4 weekend at Coney Island last year.

Staying on Top

Then, with the temperatures at 100 degrees and over, people flocked to the beach—and stayed. When they finally left, the miles of debris, ranging from paper cups to old suitcases, created a situation described by a park supervisor as "the worst I have ever seen."

The debris remained for days because the department did not have enough workers to meet even the normal summer rush.

Parks Commissioner August Heckscher said yesterday that careful preparations had been made in recent weeks so that additional men and equipment would be standing ready to move in when the crowds moved out.

"We'll work right through the night, tomorrow night, at the city beaches," Mr. Heckscher said.

The department's staff swells to about 11,000 in the warm months with the addition of more than 4,000 temporary employes ranging from lifeguards to people who pick up litter.

"We're staying on top of the situation this year," Mr. Aschkenasy declared.

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Parks & Recreation - Community Facilities

File

Plans for Progress

information

1800 G Street, N. W. • Suite 703 • Washington, D. C. 20006

MALCOLM F. WISE
DIRECTOR OF INFORMATION
961-5555

PFP-66-15 (6/7/66)

Washington, D.C. --- Vice President Hubert H. Humphrey today released statistics showing the progress made over the last two years by the first 100 companies enrolled in the Federal Government's Plans for Progress program.

The report showed non-whites made substantial gains in both salaried (white collar) and hourly paid (blue collar) jobs.

Plans for Progress is a voluntary cooperative program which now enlists some 328 companies in efforts to aggressively promote and expand employment opportunities for minorities.

Compared were the reports filed as of December 31, 1964, and December 31, 1965, by the 100 companies, which have more than 5,000 installations and more than 4.6 million employees.

Here is what the 1964-1965 statistics showed:

--- total employment increased from 4,390,300 to 4,680,557 --- 290,257, or 6.6 per cent. Salaried employment increased from 2,035,651 to 2,131,041 -- 95,390 or 4.7 per cent. Hourly employment increased from 2,354,649 to 2,549,516 --- 194,867 or 8.3 per cent.

--- total non-white employment increased from 275,315 to 327,993 --- 52,678 or 19.1 per cent. Non-white salaried employment increased from 49,307 to 59,125 --- 9,818 or 19.9 per cent. Non-white hourly employment increased from 226,008 to 268,868 --- 42,860 or 19 per cent.

Vice President Humphrey, who used some of the statistics in speaking to some 300 businessmen meeting at the State Department in Washington to mark the 5th anniversary commemoration of the start of the Plans for Progress, congratulated the companies on the progress the statistics showed. But he also had a word of warning.

"Statistics can be read several ways. For example, between 1963 and 1964, salaried employment of these companies increased by 19,276 and non-whites represented 6,629 of that increase.

"But last year, as our economic progress continued and as these companies expanded to meet demand, salaried employment increased by 95,390 overall. But non-whites represented only 9,818 of that increase. Thus, between 1963 and 1964, non-whites represented something over one in three of the increase in white collar employment. Between 1964 and 1965, they represented something just over one in 10.

"In other words, the pie got larger last year, but non-whites didn't get as large a share as they did in the previous period -- despite the affirmative action program of these 100 leading companies."

The Vice President said the statistics may serve to illustrate that the "easy hires" are gone -- the skilled, the educated, the qualified. He said:

"They also show that if we are going to make further progress this year and next, we are going to have to take some new tacks -- we are going to have to reach down farther and extend ourselves a little more.

"We must also recognize that statistics on minority employment are calculated from a low base. Thus we have many years of work ahead of us until the goal of equal employment opportunity becomes a full reality for every American."

In the material released by the Vice President, the 1964 and 1965 reports of the 100 companies also were compared to a composite made up of the initial reports filed by the companies when they joined the program -- between 1961 and 1963.

This table showed the rate of utilization of non-whites in the work force as a whole and in salaried and hourly jobs.

In the initial reports, non-whites made up 199,677 of 3,937,363 employees -- or 5.1 per cent. This represents 51 persons per 1,000 workers. In 1963 the rate of utilization was 5.7 per cent (240,600 of 4,238, 429) -- or 57 persons per 1,000 workers. In 1964, the rate of utilization was 6.3 per cent (275,315 of 4,390,300) -- or 63 persons per 1,000 workers. And in 1965, the rate was 7.0 per cent (327,993 of 4,680,557) -- or 70 persons per 1,000 workers.

In salaried jobs, the utilization rate rose from 1.5 per cent (28,924 of 1,890,570) or 15 per 1,000 in the first report to 2.1 per cent (42,678 of 2,016,375) or 21 per 1,000 in 1963; 2.4 per cent (49,307 of 2,035,651) -- or 24 per 1,000 in 1964; and 2.8 per cent (59,125 of 2,131,041) -- or 28 per 1,000 in 1965.

In hourly jobs, the rates were: initial report -- 8.3 per cent (170,753 of 2,046,793) or 83 per 1,000; 1963 -- 8.9 per cent (197,922 of 2,222,054) or 89 per 1,000; 1964 -- 9.6 per cent (226,008 of 2,354,649) or 96 per 1,000; and 1965 -- 10.5 per cent (268,866 of 2,549,516) or 105 per 1,000.

"We know that the expanding economy and other factors enter into this picture, and we are not claiming all of the credit for Plans for Progress, "the Vice President said.

"But we do know that affirmative action on the part of these 100 major companies does show up in the absolute statistics from year to year -- and in the utilization rates, which are most important."

TENTATIVE REPORT ON 1965 STATISTICS

The First 100 Companies in
Plans for Progress

Initial Report

	Total Employees	Non-White	Percent
SALARIED	1,890,570	28,924	1.5
HOURLY	2,046,793	170,753	8.3
TOTAL	3,937,363	199,677	5.1
		1963	
SALARIED	2,016,375	42,678	2.1
HOURLY	2,222,054	197,922	8.9
TOTAL	4,238,429	240,600	5.7
		1964	
SALARIED	2,035,651	49,307	2.4
HOURLY	2,354,649	226,008	9.6
TOTAL	4,390,300	275,315	6.3
		1965 *	
SALARIED	2,131,041	59,125	2.8
HOURLY	2,549,516	268,868	10.5
TOTAL	4,680,557	327,993	7.0

* The 1965 statistics include some reports which reported employment as of pay periods early in 1966, as permitted under the procedures of the Federal Joint Reporting Committee.

PLANS FOR PROGRESS COMPANIES WHOSE REPORTS ARE INCLUDED IN THE COMPARATIVE STATISTICS

Aeroject-General Corporation
Aerospace Corporation
Allied Chemical Corporation
Aluminum Company of America
American Airlines
American Bosch Arma Corporation
American Can Company
American Cyanamid Company
American Machine & Foundry Company
American Telephone & Telegraph Company
Atchison, Topeka & Santa Fe Railway System
Avco Corporation
Babcock & Wilcox Company, The
Bell Telephone Company of Pennsylvania
Bell Telephone Laboratories, Incorporated
Bendix Corporation, The
Boeing Company, The
Brown & Root, Incorporated
Burroughs Corporation
Caterpiller Tractor Company
Chesapeake & Potomac Telephone Company, The
Chrysler Corporation
Cleveland Electric Illuminating Company, The
Colgate-Palmolive Company
Collins Radio Company
Columbia Broadcasting System, Incorporated
Continental Motors Corporation
Cook Electric Company
Cudahy Packing Company, The
Curtiss-Wright Corporation
Douglas Aircraft Company, Incorporated
Dow Chemical Company, The
Du Pont de Nemours, E. I. & Company, Incorporated
Eastman Kodak Company
Fairchild Hiller Corporation
Firestone Tire & Rubber Company, The
Ford Motor Company
Garrett Corporation, The
General Dynamics Corporation
General Electric Company
General Motors Corporation
General Precision Equipment Corporation

General Telephone & Electronics Corporation
Goodyear Tire & Rubber Company, The
Grumman Aircraft Engineering Corporation
Hercules Powder Company, Incorporated
Honeywell, Incorporated
Hughes Aircraft Company
Illinois Bell Telephone Company
International Business Machines Corporation
International Harvester Company
International Telephone & Telegraph Corporation
Kaiser Industries Corporation
Ling-Temco-Vought, Incorporated
Lockheed Aircraft Corporation
Martin Company
Massey-Ferguson, Incorporated
McDonnell Aircraft Corporation
Merritt-Chapman & Scott Corporation
Michigan Bell Telephone Company
Monsanto Company
National Lead Company
National Tea Company
New England Telephone & Telegraph Company
New Jersey Bell Telephone Company
New York Telephone Company
Newport News Shipbuilding & Dry Dock Company
North American Aviation, Incorporated
Northrop Corporation
Northwestern Bell Telephone Company
Ohio Bell Telephone Company
Olin Mathieson Chemical Corporation
Owens-Illinois Glass Company
Pacific Northwest Bell Telephone Company
Pacific Telephone & Telegraph Company
Pan American World Airways, Incorporated
Philco Corporation
Radio Corporation of America
Raytheon Company
Republic Aviation Corporation
Ryan Aeronautical Company
St. Regis Paper Company
Sanders Associates, Incorporated
Singer Company, The
Socony Mobil Oil Company, Incorporated
Southern Pacific Company
Sperry Rand Corporation
Standard Oil Company

Stauffer Chemical Company
Texas Instruments, Incorporated
Textron, Incorporated
Thiokol Chemical Corporation
Thompson Ramo Wooldridge, Incorporated
Union Carbide Corporation
United Aircraft
United States Industries, Incorporated
United States Rubber Company
Walgreen Drug Stores
Western Electric Company, Incorporated
Western Union Telegraph Company
Westinghouse Electric Corporation

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PFP - 14 (6/7/66)

MALCOLM F. WISE
DIRECTOR OF INFORMATION
961-5555

FOR RELEASE TUESDAY A.M.

Washington, D.C. --- Vice President Hubert H. Humphrey announced today that a $125,000 Federal grant is being made to help the Plans for Progress program finance a series of coast-to-coast seminars to inform high school counsellors who deal with minority youth about jobs available in private industry.

The funds will be provided through the technical assistance program of the Economic Development Administration of the U.S. Department of Commerce. They will supplement a similar amount of financing provided by Plans for Progress companies.

The Vice President announced the joint Federal-private industry project in a speech before some 300 businessmen who met at the State Department Monday to mark the 5th anniversary of Plans for Progress.

Plans for Progress is a voluntary effort by the leadership of American business and industry to aggressively promote equal employment opportunity and to expand job and income opportunities for minority citizens. The program currently enlists some 328 member companies, employing more than 8.5 million persons.

Vice President Humphrey is an ex-officio member of the Plans for Progress Advisory Council, a group of 25 businessmen who help guide the program.

The seminars -- called Vocational Guidance Institutes -- will bring together in an academic setting businessmen and administrators and guidance counsellors from schools with large minority enrollments.

The participating companies will provide instructors and will conduct plant and office tours to provide first-hand information on how employment opportunities are developing in industry.

In addition to job openings for minorities, the Institutes also will emphasize the need to keep disadvantaged students in school to prepare them for furture opportunities.

Participants in the Institutes come out better prepared to help guide and encourage young people to remain in school and improve their earning power with education.

The 18 Institutes will be conducted at Albuquerque, N.M.; Atlanta, Ga., Baltimore, Md., Chicago, Ill.; Cincinnati and Cleveland, Ohio; Houston and Dallas-Fort Worth, Texas; Denver, Colo.; Detroit, Mich.; New Orleans, La.; Philadelphia and Pittsburgh, Pa.; Portland, Oregon; Richmond, Va.; San Francisco-Oakland and Los Angeles, Calif.; and Winston-Salem, N.C.

The Economic Development Administration was created last year to assist areas with high unemployment or low family income. It also provides technical assistance to alleviate or prevent conditions of excessive unemployment or underemployment.

Each of the areas in which the Institutes will be conducted has one or more minorities with employment problems.

Plans for Progress

VOLUNTARY MERIT EMPLOYMENT COUNCILS

Association of Huntsville Area Contractors
L.C. McMillan, Executive Director
2205-E University Drive
Huntsville, Alabama

Birmingham Merit Employment Council
Lewis F. Jeffers, Chairman of the Board
Hayes International Corporation
P.O. Box 2287
Birmingham, Alabama

Federated Employers of the Bay Area
Mr. William H. Smith
2 Pine Street
San Francisco, California

Mayor's Committee for Jobs, Inc.
Milton Fredman, Chairman
1355 Front Street
San Diego, California

Los Angeles Merit Employment Committee
Merl R. Felker, Administrator
Corporate Personnel Services
Douglas Aircraft Company, Inc.
3000 Ocean Park Boulevard
Santa Monica, California 90406

Orange County Equal Opportunity Employers Association
Elmer J. Noonan, Director of Industrial Relations, Northrop Nortronics
500 East Orangethorpe Avenue
Anaheim, California 92802

Metropolitan Denver Council of Plans for Progress Companies
David L. Bruns
The Martin Company
P.O. Box 179
Denver, Colorado 80201

Connecticut Council for Equal Employment Opportunity
Richard M. Stewart, President
Anaconda American Brass Company
414 Meadow Street
Waterbury, Connecticut 08720

Employment Opportunities Committee
H.C. Judd, Manager
Community Services Department
Greater Hartford Chamber of Commerce
250 Constitution Plaza
Hartford, Connecticut 06103

Industrial Services Department, Walnut Street Branch, YMCA of Wilmington and New Castle County
Wesley J. Marshall, Director
10th & Walnut Streets
Wilmington, Delaware 19801

Aerospace Contractor's Equal Opportunity Committee
R. Gordon Relyea
United Technology Center
P.O. Box 222
Cape Canaveral, Florida

Atlanta Employers Voluntary Merit Employment Council
Hugh Gordon, Assistant to the Director of Industrial Relations
Lockheed-Georgia Company
86 South Cobb Drive
Marietta, Georgia 30062

Chicago Merit Employment Committee
Tom McLaughlin
30 W. Monroe Street
Chicago, Illinois 60603

The Committee for Full Employment
De Ver Sholes, Director
Research and Statistics Division
Chicago Association of Commerce & Industry
30 West Monroe Street
Chicago, Illinois 60603

Quad-City Merit Employment Council
C.W. Toney
Training Representative
Deere & Company
John Deere Road
Moline, Illinois 61265

The Committee for Employment Opportunity
William Johnson
320 N. Meridian Street
Indianapolis, Indiana

Greater New Orleans Voluntary Equal Employment Opportunity Council
J.J. Reetz
The Boeing Company
Space Division, Launch Systems Branch
P.O. Box 29100
New Orleans, Louisiana 70129

Voluntary Council for Equal Opportunity, Inc.
Alfred P. Ramsey
Baltimore Gas & Electric Building
Baltimore, Maryland

Massachusetts Plan for Equal Employment Opportunity
Walter H. Palmer, Director
Human Relations
Associated Industries of Massachusetts
2206 John Hancock Building
Boston, Massachusetts

Citizens Committee for Equal Opportunity
Stanley M. Webb, Associate Director
4864 Woodward Avenue
Detroit, Michigan 48201

Mayor's Job Opportunity Committee
William J. Decatur, Coordinator
Room 200, Municipal Courts Building
St. Louis, Missouri

Omaha Equal Opportunity Committee
N.H. Nilson, General Manager
Western Electric Company, Inc.
Omaha Works
Box 1400
Peony Park Station
Omaha, Nebraska 68114

Governor's Committee on Equal Employment Opportunity
Mrs. Millicent Fenwick, Chairman
Bernardsville, New Jersey

Newark Business and Industrial Coordinating Council
William Mercer, Coordinator
46 Branford Place
Newark, New Jersey

Opportunities Development Corporation
Dr. Allen H. Bush, Executive Director
M & T Bank Building, Suite 502
Buffalo, New York

Suffolk County Plans for Progress
Stanley Blauser, General Manager
New York Telephone Company
North Ocean Avenue
Patchogue, New York 11772

Greater Cleveland Businessmen's Interracial Committee on Community Affairs
Robert W. Taber, Assistant to the President
The Cleveland Cliffs Iron Company
Union Commerce Building
Cleveland, Ohio 44115

Greater Cleveland Plans for Progress Council
T.G. Shirreffs, Director, Employee Relations
The Standard Oil Company (Ohio)
Midland Building
Cleveland, Ohio

Columbus Plan for Progress Committee
R.G. Klass
Western Electric Company, Inc.
6200 East Broad Street
Columbus, Ohio 43213

Cincinnati Plans for Progress Council
Forest Lombaer, Vice President
Shillitto's Department Store
7th & Race Streets
Cincinnati, Ohio 45202

Toledo Employers Equal Opportunity Council
Philip Anthony, Manager
General Office Personnel Department
Owens-Illinois
Toledo, Ohio 43601

Job Development And Employment
D.B. Powell
Community Relations and Public Affairs
Western Electric Company, Inc.
6655 W. Reno Avenue
Oklahoma City, Oklahoma 73101

Tulsa Employers Association for Merit Employment
A.W. Mankoff, Chairman
Manager Personnel Services
American Airlines, Maintenance & Engineering Center
Tulsa, Oklahoma 74151

Council for Equal Job Opportunity
George P. Lehmann
General Electric Company
Missile & Space Division
P.O. Box 8555, Room M-1017
Philadelphia, Pennsylvania 19101

Opportunities Industrialization Center
Rev. Thomas J. Ritter, Executive Director
1225 North Broad Street
Philadelphia, Pennsylvania

Greater Pittsburgh Plans for Progress Council
J.E. Groves, Vice President, Industrial Relations
Allegheny-Ludlum Steel Corporation
Oliver Building
Pittsburgh, Pennsylvania 15222

Inter-Religious Committee on Race - Employment Committee
Everett E. Smith
Western Electric Company, Inc.
Box 241
Reading, Pennsylvania 19603

Rhode Island Council for Equal Employment Opportunity
John J. Miller
P.O. Box 1438
Providence, Rhode Island 02901

Dallas/Ft. Worth Plans for Progress Planning Committee for Equal Employment Opportunity
G.H. Scott
Ling-Temco-Vought, Inc.
P.O. Box 5003
Dallas, Texas 75221

Equal Opportunity Employment Center
Bernard T. Poor, Vice President
Washington Natural Gas Company
815 Mercer Street
Seattle, Washington 98121

Milwaukee Voluntary Equal Employment Opportunity Council
Elmer L. Winter, President
Manpower, Inc.
820 N. Plankinton Avenue
Milwaukee, Wisconsin

PLANNING

PUBLIC PROGRAMS AND THE NEGRO: KNOXVILLE, TENNESSEE

by Robert B. Dennis

A Planners For Equal Opportunity Project--Summer 1965

(NOTE: The views expressed in this memorandum are those of the author alone and do not necessarily reflect those of Planners For Equal Opportunity.)

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INTRODUCTION

City planners are aware that public plans and projects can discriminate against minority groups. In August 1964 during the annual convention of the American Institute of Planners some 100 city planners decided to create a special organization--Planners For Equal Opportunity--to oppose discrimination and to help safeguard the rights of minorities.

Since then nearly 200 planners throughout the nation have joined the organization; in major eastern cities they have formed local chapters of PEO. Members have appeared before official boards holding public hearings on proposals that affect minorities; in some instances PEO volunteers have given technical assistance to civil rights groups and in others they have participated in grass roots organizations concerned with urban renewal, housing, and poverty programs.

Volunteers have stepped forward to undertake some of the work needed in northern cities such as Philadelphia, New York, Newark and Boston. On the west coast individuals are aiding civil rights groups. But in the South it has been difficult to recruit members for similar work. Pressures can be imposed on planners making their jobs untenable and PEO work impossible. In short, PEO activity by southern planners might be ideal but is totally impractical at this time.

Faced with this condition PEO conceived a summer project in which volunteers would go into southern cities to evaluate public plans and programs in terms of their impact on minority groups. The original idea was to use planning student volunteers supervised by working professionals, but a shortage of funds and late notice to interested students prevented realization of this scheme. Instead it was decided that a pilot project during 1965 would be preferable; then using the experience from that effort a more elaborate program could be developed for 1966.

Selection of Knoxville, Tennessee

Knoxville, Tennessee was selected primarily for convenience. During the late fifties I lived in Knoxville while employed by the Tennessee State Planning Commission and therefore had friends with whom I could stay. Moreover, Knoxville is a small enough city (approximately 170,000 pop.) that its programs are not involved in endless complexity; they are straight-forward and clear for the most part. Also, it has had an active planning program. In 1956 the City and County formed a joint planning body, the Metropolitan Planning Commission, which has published more than forty reports. These studies have been partly financed with Federal funds from the Urban Renewal Administration.

More importantly, Knoxville offered none of the extremes the northern press associates with much of the South. Its 18% Negro population in 1960 has been diluted to 12% by annexation. Voting registration has not been an issue; instead there has been a long tradition of "using" the Negro vote in certain wards. Public facilities have been integrated. There has been almost no racial strife--none in the sense of Birmingham and Selma.

Knoxville, therefore, seemed to be an anonymous southern city, one that is neither hard-core, old South nor hypocritically northern. It proved to be ideal for this investigation.

Background

Ideal and anonymous though it may be, Knoxville is not therefore typical. Politically it has always been deviant. When it was founded in 1796 it was Federalist and anti-Feffersonian during the Jeffersonian epoch; then it was Whig during the era of Tennessee's own Andrew Jackson. In the Civil War it was loyal to the Union and has been loyally Republican ever since.

Louis Brownlow, Knoxville's first and last city manager (1923-25), found deep divisions within the community exacerbated by the Civil War. "The result," he said, "was bitter, vindictive, ruthless partisan politics."

He was living in Knoxville during a period when it was still relatively isolated,

when the mores of the mountaineer were dominant. There was suspicion of outsiders coupled with strong family and clan loyalties. For him, this East Tennessee city lying beside the Tennessee River between the Smoky Mountains and the Cumberland escarpment was the scene of his only professional defeat.

Change has been inevitable, for Knoxville is the principle city of East Tennessee; once the New Deal took ppwer the great dream of Nebraska's Senator George Norris was adopted. The Tennessee Valley Authority, authorized to build a system of multiple-purpose dams on the Tennessee River and tributaries, established central offices in Knoxville where they remain today. This brought a flood of young, idealistic and well-educated pwople to the city in the mid-thirties.

In the forties atomic research at Oak Ridge, twenty miles away, brought another influx of outsiders who are still present today.

Ironically, the University of Tennessee which is also in Knoxville is seldom cited as an enlightening influence although it is a highly respected institution. And other factors tend to be ignored: the construction of high-speed highways through this relatively isolated area and wide automobile ownership have enabled Knoxvillians to seek their own enlightenment rather than have it brought to them.

Nonetheless, the "hillbilly" influence in Knoxville politics seems to be declining. A recent unpublished paper prepared by political scientists at the University of Tennessee found that Cas Walker, a local politician whose appeal has been mainly to mountain people, has a waning influence in local elections although in political circles his opposition is often feared.

The same study searched for some explanation of political behavior arriving at the conclusion that Knoxville government is led by many independent leaders with separate spheres of influence. If this is the case, political action occurs only after the formation of coalitions. In a mayor-council government such as Knoxville's, this means that the Mayor is less likely to be a strong leader than a broker between chieftans whose support is required for adoption of any measure.

History of Integration

In the story of Knoxville integration the Mayor seems to have performed the role of mediator, conciliator or broker. The first civil rights crisis occurred in Knoxville in 1960 when students at Knoxville College, a Negro school, sought to integrate lunch counters. In the spring students began laying plans for sit-ins; adult leaders persuaded them to begin negotiations with white leaders instead. The mayor, acting as middleman, formed a committee to handle negotiations, but little happened. In mid-March the students had a "walk-through" in the areas around lunch counters. Merchants said they were going to meet that very day but the "walk-through" had prevented them. In mid-April the students became restive again and developed a plan to withhold trade from merchants who refused to integrate lunch counters; agains adults persuaded them to try negotiations through the Mayor's committee.

The committee arrived at an agreement with the merchants that there would be s ten-day cooling off period and then the merchants would agree to "consider implementing" a plan similar to the one adopted by Nashville merchants. The Negro students found at the end of this period that "consider implementing" was an escape phrase; integration did not take place. So on June 9 they employed direct action, sit-ins and picketing, which lasted until July 18 when the lunch counters were integrated.

The next important integration effort began in 1963. Negro students began noisy and conspicuous demonstrations in front of downtown theaters in January; at times they tried to crash into the theaters. In May of the same year Knoxville was to be presented with Look Magazine's All-American City Award and officials did not wish to have the ceremonies marred by demonstrations. Despite promises extracted from adult and student leaders, fifty demonstrators showed up and were hurriedly carted off by police.

Political and business leaders then realized that Knoxville was not unique, that it could become another Birmingham. Hence, the Mayor, again acting as broker,

brought together some thirty leaders in his office May 13. Two days later a petition carrying the signatures of 55 leading citizens appeared in the afternoon paper alonside an editorial calling for an open city. Thereafter, additional names were acquired and business firms agreeing to integrate were listed. Moreover, theaters were not singled out as were lunch counters in the previous integration experience. The decision was made to integrate hotels, motels, theaters, restaurants, and hospitals.

During the summer of 1965 integration again became an important concern in the Negro community. Job opportunities for Negroes was the concern of an adult-led groups named Citizens For Progress. At one of its meetings in August the Mayor appeared. He outlined reforms he had asked the Civil Service Board to implement. In addition, the practice of having one Negro fire company and the remainder white he said would be eliminated by September 1; discrimination against promoting Negroes in the police department would be stopped; absence of Negroes on the Knoxville Housing Authority would be investigated and changed if possible. He promised to establish an inter-racial committee to work on integration problems.

This time the Mayor, acting more as leader than broker, was moving to head off trouble. (Curiously, this significant speech was not covered in either newspaper.) Earlier in the year the Mayor had sought funds from the City Council to establish a Human Relations Commission with a staff to work on these problems, but the Council refused. As a result he could only establish the inter-racial committee announced in late August with more than fifty members.

On another front, the Knoxville School Board has been under court order to integrate the system since 1960. Many revisions in the integration plan have been required, the most recent having been submitted to the court in August 1965.

Local Contacts

Individuals are not identified in this report. In some cases such as the Mayor, a reference can only refer to one person, but when at all possible I have

refrained from identifying individuals who supplied information preferring instead to mention only the agency involved. The reason is simply that this was to be a search of public programs and activities as they affect minorities and not an attempt to look into the motives of anyone.

Moreover, people did not always make clear the difference between public and private opinions. Then too, there is a possibility that this report will prove unpopular; having one's name in it could thereby invite adverse publicity.

Many people in Knoxville, public officials and private citizens, graciously gave their time to answer my questions for which I want to thank them again. I was prepared for a cool reception, but was, with one exception, treated to genuine courtesy and good manners.

FINDINGS AND RECOMMENDATIONS

All public programs affecting Negroes are not covered in this report. Time being limited, it was decided to emphasize programs related to housing rather than attempt to cover all municipal activities. Primary emphasis, therefore, is on urban renewal and public housing, displacement of families by these and other programs such as Interstate Highways, and the housing pattern emerging from them. The relationship between housing patterns and the school desegregation plan is also examined.

Major findings and recommendations are:

1- Housing in Knoxville is segregated.

2- Public housing projects should be desegregated. This can be accomplished by assigning tenants to projects on some criterion such as nearness to employment.

3- New public housing projects should be scattered throughout the city on small sites to assure integration.

4- The Knoxville Housing Authority should have minority group representation since most of its dealings affect Negro families. At least two members of the 5-man board should represent the interests of Negroes.

5- Urban renewal projects concentrate on Negro areas; they rely on public housing for relocation. This reinforces segregation.

6- The supply of low rent housing is being severely contracted by urban renewal demolition; other areas of low cost housing are not being opened to displaced Negro families.

7- A thorough study of Negro displacement and the private housing market is needed.

8- Use of public funds to condemn Negro homes should be accompanied by open occupancy laws to help Negro families find relocation housing. The Federal government should make this a condition of its grants; the city government should not need prompting in such basic fair-play.

9- New urban renewal plans should increase housing opportunities for Negroes or avoid Negro areas.

10- Federal funds for Yale Avenue Renewal project should be withheld pending tangible evidence that the thirteen fraternities to be located in it do not discriminate against non-"white Christians."

11- The school zoning plan adopted by the Board of Education zones Negro areas for Negro schools. It does not promote integration.

12- The U.S. Commissioner of Education should require school officials to submit a map showing the distribution of the non-white population in addition to the map showing school district boundary lines. De facto segregation by school officials would then be apparent.

13- Various areas of City governmental activity require investigation including employment practices of government contractors; budgetary allocations and equipment supplied to Negro areas; membership qualifications of organizations receiving city funds; and operations of the Civil Service Board.

14- A Human Relations Commission should be established with a staff that can work to ease racial tensions. In East Knoxville where white families are in a panic this group could begin work.

15- The Metropolitan Planning Commission should examine the implications of its recommendations in terms of the impact they have on the Negro community. It should supply policy makers basic information on the economic and social status of Negroes.

PUBLIC HOUSING

Knoxville has 1637 units of public housing adminstered by the Knoxville Housing Authority (KHA) and 749 units under construction (519 of these are for the elderly). These units are divided into four different projects: Western Heights (688), Lonsdale Homes (300), College Homes (320), and Austin Homes (329). Of these Western Heights was originally developed for white families and the other three for Negro families.

The two projects now under construction were planned for racial segregation. Guy B. Love Towers, two 7-story buildings containing 249 units scheduled for completion in April 1966, was planned for white occupancy. The Walter P. Taylor Homes, low-rise buildings with 270 units for elderly occupancy and 230 units for occupancy by other low-income families, was planned for Negro occupancy in a Negro area.

These projects were planned and in execution before Executive Order 11063 (prohibiting discrimination in Federally aided housing) was issued. A spokesman for the Housing Authority acknowledged that the projects were planned for segregated occupancy and indicated there had been criticism on this point. He stated that any future projects would have to be located to encourage integration, that the agency had been giving it some thought, but that no policy had been developed. He cited several difficulties including the tendency of white Knoxville residents to move out of a neighborhood once Negroes began moving in. The agency, he said, wished to avoid creating a situation where white families would move away.

Pursuant to Executive Order 11063 the Knoxville Housing Authority eliminated all references to race in its applications for housing. The five-man Authority has made it a matter of policy that race shall not enter into priority or assignment of housing. It does, however, respect the preference of families seeking housing by allowing them to select the project they prefer to live in.

Not surprisingly, low-income Negroes, who are seldom crusaders, select the three Negro projects where they think they are expected to live, and whites select the white project. Two lone Negro families are in the white project apparently the result of some official persuasion. No whites are in any of the Negro projects.

The Presidential directive banning discrimination was issued November 20, 1962, almost three years ago. During this period occupancy has changed approximately 75% in the white project and 60% in the Negro projects, but these two families represent all the integration that has occurred.

There are no written elibibility requirements for entry into public housing. As a matter of experience, mothers with illegitimate children are considered undesirable and will be refused housing unless they are receiving attention from a social agency. Arrest records are considered less significant depending on the nature of the arrest. The administration of the housing authority appears more in the nature of a simple landlord-tenant relationship than one of big-brother prying into family life.

The Housing Authority Commissioners are appointed by the Mayor for five-year, staggered terms. None of the five members is a Negro. Three-fifths of the public housing units are occupied by Negroes and two-thirds of the urban renewal relocation (for which it is also responsible) involve Negroes.

The lowest rent for any apartment in the units operated by the Knoxville Housing Authority is $25.00 per month. The average rent (based on ability to pay) is $32.50 per month. The rent schedule is based on a formula that calls for 20% of the family income for rent. Income limits of tenants range from $2400 for a single person to $4500 for a family of ten or more with certain adjustments for travel distance, secondary wage earners, etc.

Desegregation of housing projects is not occurring, nor is it likely to occur as long as the Authority remains passive. Selection of projects by prospective tenants prevents integration. With the high annual turnover that takes place

(25% in the white project and 20% in the Negro projects) integration could occur rapidly if occupants were assigned to projects on some rational basis such as proximity to place of employment.

On the question of equal treatment, it seems that Negro families receive the same consideration as white families. In public agencies one constantly gets the impression that officials try doubly hard so that they cannot be accused of racial prejudice.

Minority representation on the Board of the Housing Authority is needed since most of the Authority dealings are with Negro families. There should be two or three Negro members. Appointments are the sole responsibility of the Mayor.

URBAN RENEWAL

Knoxville has undertaken three urban renewal projects in cooperation with the Federal Urban Renewal Administration. The local public agency that executes these projects is the Knoxville Housing Authority, the five-man board that also handles public housing.

Riverfront-Willow Street Redevelopment Project.

This project was initiated in 1954 in a Negro area east of the central business district to provide land for a municipal auditorium-coliseum and a four-lane by-pass of the business district. Site occupants were 508 Negro families, 157 white families and 183 single persons not racially identified. The relocation plan estimated that 427 Negro families would go to public housing and 81 would go to private rental or sales housing. Of the white families 116 were expected to move to public housing while 41 would go to private housing.

This project is finished except for disposition of the land. The auditorium-coliseum has been built and a short portion of the road has been constructed, but there is some question about whether the city or the state will purchase the remaining land and construct other links of the road. A minor portion of the project land was designated for re-use as a middle-income project. Instead this has been developed with 129 units of public housing. It is adjacent to Austin Homes.

Mountain View General Neighborhood Renewal Plan.

Mountain View is a three-stage project that borders the Riverfront-Willow Street project. The first stage, now in execution, covers 183 acres; it contains 818 families and more than 400 individual householders and roomers. There are 1064 structures to be demolished. The area is predominantly occupied by Negroes as the following figures show:

	White	Negro
Families	135	683
Individual householders	41	195
Roomers	34	230

The family size averages more than four persons. Hence, the population involved is about 3800 people over 3100 of whom are Negroes.

Re-use of the project land is projected as follows:

Residential	27.78 acres
Public and semi-public	59.44 acres
Commercial	24.17 acres
Streets, R.O.W., etc.	53.02 acres

The residential re-use will be about 200 units of 221(d)3 housing with rents of $65-$80 per unit to serve families with the following income limits:

Number of Persons	Maximum Annual Income
1	$4250
2	5200
3 or 4	6100
5 or 6	7015
7 or more	7950

(As noted below these middle-income limits established by the Federal Housing Administration for 221(d)3 housing in the Knoxville area exceed the income of most residents being displaced by this project.)

The gross project cost of Mountain View is estimated to be $12,630,000 with the City paying $3,234,000. The Federal Urban Renewal Administration will pay two-thirds of the project cost.

Since this project is located within the largest concentration of non-white residents in Knoxville, some effort was made to examine its impact on this and the larger Negro community.

First, using 1960 U.S. Census of Housing statistics a map was prepared showing the location of non-white dwelling units. This map revealed that there are two major Negro residential areas as well as other minor ones in random locations. The largest area corresponds on the map almost exactly to the boundaries of the Mountain View General Neighborhood Renewal area. Thus, whether it was accidental or intentional, this immense renewal effort is directed at a Negro area.

Second, the first stage of the project is total clearance of approximately 1200 units of low-cost housing. Only 200 units are to be replaced, and these, financed by FHA under Section 221(d)3, will be at substantially higher rents than the majority of displaced families can afford. It is inescapable that the supply of housing available to poor Negro families in Knoxville will be severely contracted as a result of this project.

Third, the quality of the housing in Mountain View is undeniably bad although there are notable exceptions. This points to the fact that code enforcement by the City has been ineffective, and the six real estate firms that held most of the property felt they did not need to meet code requirements.

Fourth, the site occupants were poor people and probably the least able to pay the social costs involved in a project of this type.

The following breakdown shows income by race:

Family Income Per Month	White Families	Negro Families
$ 0- 49	2	32
50- 99	10	95
100-149	16	99
150-199	26	89
200-249	35	86
Federal Poverty Line		
250-299	12	79
300-349	18	87
350-399	9	44
400-449	1	23
450-499	4	13
500 and over	2	34

Another indication of low income is that many families were found to be eligible for public housing. Among these families were 82 white tenants and 365 Negro tenants. Surprisingly, many homeowners fall into this category, too. Twenty-one white homeowners and 138 Negro homeowners qualify for public housing.

The maximum eligible incomes for admission to public housing are:

Family Size	Masimum Annual Income
1 Person	$2400
2 Persons	3400
3 "	3600
4 "	3780
5 "	4000
6 "	4100
7 "	4200
8 "	4300
9 "	4400
10 or more	4500

Another way of viewing the distribution of family income is by noting that of the 818 families being displaced, 490 fall below the $3,000 poverty line used by the President. Four-fifths of these (401) are Negro families.

Relocation and the Private Housing Market.

The housing supply in Knoxville owned privately is segregated. A sprinkling of Negro families exists in certain sections of the city, but they reside in pockets or small concentrations rather than as a mixture within the whole population.

The relocation plan submitted to the Urban Renewal Administration by the Knoxville Housing Authority recognized the problem that would be faced: "Analysis of the rehousing needs of displaced families indicated a deficit in the supply of existing housing and that expected to become available during the relocation period of 36 months." It went on to point out that 129 units of

public housing were to be completed in April 1963 and that 750 additional units were in planning (520 of those for elderly families). This same report indicated that there were 119 elderly persons (not families) in the project area eligible for public housing.

Interviews with officials of KHA indicate that practically all of the vacancies in public housing go to families displaced from the Mountain View Urban Renewal project. (By law these families have priority over other applicants.) These officials also indicated that 87% of the families in Mountain View expressed a preference of staying in East Knoxville instead of moving to the northwest where public housing projects---two Negro and one white--are located.

To accommodate the families that will be displaced, the 750 units of new public housing must be utilized, but because two-thirds of these units are for occupancy by elderly families, KHA will have to play musical chairs with these and existing units. That is, KHA will try to persuade elderly families living in regular public housing units now to move to the new units built for the elderly. Then KHA will use the vacated units to rehouse families displaced from Mountain View.

Since the two new projects were planned on a segregated basis, 500 units in Walter P. Taylor Homes will be available to displaced Negro families. (Two hundred and seventy of these are for the elderly.) Thus, there are 503 Negro families in Mountain View eligible for public housing; only 119 elderly persons, both white and Negro, are eligible for public housing. Assuming that they are all single persons and Negroes, this means that Taylor Homes can be used for relocation only if 151 elderly families are moved from other public housing units into this project.

However, it is doubtful that this will happen for two reasons: elderly families usually avoid moving unnecessarily, and most Mountain View residents wish to stay in East Knoxville. This would preclude their moving to northwest Knoxville where 1300 public housing units are located.

Relocation of Home Owners.

The relocation office reported that over four hundred families are now in the "relocation work load" meaning that they have been interviewed and new residences are being sought by KHA relocation staff. Through the first six months 185 families had been relocated; of them 95 Negro families bought homes and 21 Negro families moved to public housing.

Home owning families are the easiest to help; as in Mountain View they are usually the first to relocate. Already many Negro families from Mountain View have purchased homes nearby in East Knoxville. This formerly white area is now marked by many "For Sale" signs in front yards. The houses are ten to twenty years old and sell normally for $10,000 to $25,000, but a panic among sellers has depressed the market. In block after block there are four to ten signs.

For middle class Negro families the events in East Knoxville are temporarily desirable since a good home is available at a good price. Yet, these families are apprehensive lest the entire area become another all-black ghetto. They and their white neighbors are victims of the block-busting practices of realtors who have sent around representatives soliciting listings. From the large number of "For Sale" signs it is apparent that the realtors have succeeded in stampeding people into selling. They told people that Negro families depress property values and frightened enough white families to make it come true, but the depressing effect has come about because so many houses are for sale at once.

Negroes are quick to state that it costs them more to buy housing than it does white families. While this is usually the case in both rental and purchased housing, as long as there is a panic in East Knoxville, the situation will be temporarily reversed.

Relocation and Rental Housing.

To home-buying middle class Negro families the East Knoxville situation can be a bargain. Homes of comparable quality are not open to them in other sections of Knoxville, but at least this is one section open to them. For the low-income

Negro family the entire housing situation is even less promising. There is no "East Knoxville" for poor Negroes seeking private rental housing.

Through destruction of more than 1200 units of housing in the first stage of Mountain View, private housing available to Negroes has been substantially reduced. (In 1960 there were 5,733 units of housing--both rented and owned--inhabited by Negroes. In Mountain View 1,832 of these units are going to be renewed.)

The KHA acknowledged that housing would be in short supply when it planned the project. To ease the situation it stated that families would be moved to public housing.

As already mentioned this kind of relocation--whether by design or accident--reinforces segregation because the projects are all occupied along racial lines. In Mountain View the ratio of Negroes to whites was about 8 to 1--hardly a desirable mix in the eyes of people wishing to achieve integration. Yet, this ratio is reduced to 8 to 0 with the move to public housing.

The families who do not go to public housing (and the many other families who remain dependent on the private market) are caught in a squeeze. No private rental housing areas are opening to Negroes as the Mountain View project destroys the largest neighborhood previously available to them.

Urban renewal officials are directly responsible for the reduced supply of private rental housing, yet they have taken no action to open up additional private rental housing. Instead they rely on public (segregated) housing. Hence, they are pushing up demand for the remaining private units as well as reinforcing segregated housing patterns. Both conditions work against the best interests of low-income Negro families.

If the Knoxville Housing Authority wished to aid low-income Negro families, it could move forward on two fronts. It could alter admission procedures for public housing to achieve integration, and it could urge open occupancy policies upon the city government so that vacant housing units would be open to Negroes

and whites alike Negatively, it would oppose further destruction of housing available to Negroes until the City acts positively to make other housing available.

Social Disorganization.

To relocation workers familiar with the housing being destroyed in Mountain View, urban renewal is a mixed blessing. First, rental housing in Mountain View was not cheap by Knoxville standards. Forty to fifty dollars per month was a common price for a four or five room house. Moreover, many units lacked adequate toilet and kitchen facilities.

Second, the great bulk of housing in Mountain View was owned by six real estate firms that specialize in slum property, so the City, in effect, bought out these firms.

Third, the method of operation commonly followed was for a real estate firm to rent a house to one party--a Negro--who would in turn, subdivide it and then sub-let portions of it at a substantial profit. In this fashion the white owner was assured his rent because a Negro middleman collected from others and passed a share to the landlord. But in such an operation there is no incentive to provide services or maintenance for the renters.

Fourth, this permissive subdivision of housing has contributed to social disorganization. Many houses "are not homes" in the phrase of Polly Adler. In addition, there are reports of gambling and bootlegging (although Knoxville is now wet). There seems to be no dope problem although heroin is reportedly available; there are unwed mothers and wives and children who have been abandoned; unemployed men drift about; older people with no visible means of support are found in rooming units living alone.

Thus, relocation workers see the Mountain View area as one where social organization is near collapse and anti-social forces flourish. Destruction of such an area seems necessary to them if improvement is to take place. By implication this places much of the blame for social conditions on the physical environment--an argument frequently used to justify destruction of slums.

These relocation workers struggle to help families find decent alternative housing; often they enlist the cooperation of social agencies when they find families requiring special attention. But given Knoxville's segregated housing market it is not clear how better housing can be obtained except in public housing.

Governmental Responsibility.

Urban renewal of Mountain View is intensifying segregation; this is the opposite of announced Federal public policy. Since the Knoxville Housing Authority plans local projects and the Urban Renewal Administration approves them, both agencies are responsible for the situation. The URA, a Federal Agency, should require any community seeking Federal funds that will be used to displace Negroes to have open occupancy laws. Negroes would then have equal opportunity in the housing market and the support of law in their efforts to break out of the ghetto.

The contrast with existing conditions would be dramatic. Now, in order to obtain relocation listings the Mountain View office asks real estate brokers to notify it of units for rent or sale. When real estate men knew they were catering to white families being displaced from the Yale Avenue project at the University of Tennessee, they provided large listings. Now that they are supplying units for Negroes displaced from Mountain View, the number is only a quarter of the former amount. Furthermore, both quality and location of these units are inferior in comparison to the Yale Avenue listings. It is inescapable that real estate brokers offer only the units they wish to have occupied by Negroes.

Either the Metropolitan Planning Commission or the Knoxville Housing Authority should study the local housing market in depth. Among other points that need analysis is the conviction that Negroes pay more for housing than whites--a statistical fact ascertainable with census data. As Robert Weaver pointed out twenty years ago in The Negro Ghetto, "The nonwhite family receives less housing value for the same price than does the white group which has access to an open housing market...even when the colored person can pay an economic rent, he has less chance than a white person of getting decent shelter."

Whatever a study of Knoxville might show, no one interviewed asserted that housing segregation has benefitted Negroes or that they are better off in a segregated market than they would be if all housing in Knoxville were open to Negroes.

Yale Avenue Urban Renewal Project.

This was in no sense a slum clearance project. Most residents were home owners quite capable of finding other homes to purchase, and they eschewed help from the relocation workers supplied by the KHA.

There was some dispute over the quality of the structures demolished; in the forefront of the legal wrangle was a former district judge whose home was in the area. The matter might have become a political issue if city funds had been used to buy and destroy good housing. But from the outset the project was planned for expansion of the University of Tennessee upon the understanding that the University would assume the $3 million costs which would normally have been paid by the City. The only renewal cost not being defrayed by the University (and the Federal Government) is $416,000 that will be spent by the Knoxville Utilities Board for new lines in the area.

Displacement by the project consisted of 218 families, only 17 of whom were non-white.

A variety of new University activities is planned on the 138-acre site including classroom and dormitory space. Eighteen acres will be used for a low-density complex housing thirteen fraternities. The important question that arises is whether land cleared through use of public power (eminent domain) and money (urban renewal funds) should be made available to groups with long traditions of racial discrimination.

The Urban Renewal Administration requires a pledge of non-discrimination from organizations acquiring land in urban renewal projects; both the University of Tennessee and the fraternities have agreed to this condition.

A University official indicated that national organizations of all of the

fraternities involved (list attached) had purged provisions from their constitutions that restrict membership to white Christians. Two exceptions to this rule, Sigma Chi and Sigma Nu, have adopted special provisions that allow individual chapters to make exceptions.

Elimination of constitutional barriers by these organizations is an important step in overcoming racial bias, but hardly an earnest that it has been accomplished. No University of Tennessee fraternity has Negro members.

Several national fraternities have changed bias provisions of their constitutions, then replaced them in the membership oath with a stipulation that only "white Christians" will be recommended for membership. Chapters at several schools have withdrawn from national organizations in protest of these restrictions; others have been dropped by national organizations for pledging Negroes or Jews.

Sigma Nu has received publicity in this respect. In 1962 the Stanford University chapter voted to withdraw because of racial bias. The Wesleyan University chapter had taken the same action in 1959, and the Michigan University student government association threatened to oust the chapter on that campus unless it eliminated discriminatory barriers.

At Bowdoin College the local chapter of Alpha Tau Omega withdrew from the national organization in 1962 protesting the "white Christian" clause in the constitution. In 1961 the national organization ousted the Stanford University chapter for accepting four Jews as members calling attention to the ATO constitutional requirement of "allegiance to Christianity." The University of Pennsylvania ordered it to end membership bias in 1960.

Dartmouth College trustees in 1960 approved a report requiring Delta Tau Delta, Phi Gamma Delta, Sigma Chi and Sigma Nu to end racial bias or sever ties with national organizations.

In 1958 Phi Gamma Delta suspended its Amherst chapter for pledging a Negro. (The chapter was dropped by the national in 1962.) In 1960 the Williams College

chapter threatened to withdraw from the national unless allowed to select its own members on a non-discriminatory basis.

Sigma Chi has been charged with bias since its constitution still contains formal restrictions on membership. The Wesleyan chapter withdrew in protest after the national organization refused to eliminate the clauses in 1959. Look (July 27, 1965) carried a story about the suspension of the Stanford University chapter after it pledged a Negro. This story prompted Francis Keppel, U.S. Commissioner of Education, to warn schools that Federal funds might be cut off if they allow fraternities to discriminate.

Sigma Phi Epsilon in 1959 voted 134 to 37 to remove its membership restrictions on race and creed; its founder resigned in protest.

Many fraternities have removed membership restrictions by similar landslide votes, but the votes in opposition each represent individual chapters many of which are probably located on southern college campuses. It is likely that those chapters still discriminate even though there are no formal barriers to membership for Negroes or Jews.

In light of the discriminatory traditions of fraternities the pledge to the Urban Renewal Administration not to discriminate is hardly convincing. Their white Christian exclusiveness has been an important element in their existence; hence, the burden of proof that they no longer discriminate should be on the fraternities. Many have eliminated bias clauses without accepting Negroes and Jews; the inescapable conclusion is that they continue to discriminate.

If fraternities no longer discriminate and can prove it, they should be as eligible as any other group to enjoy the benefits of urban renewal. Without that proof, the fraternity row now scheduled for the University of Tennessee campus will make a mockery of Executive Order 11063 and Title VI of the Civil Rights Act that prohibit discrimination in Federally-aided projects. The Urban Renewal Administration which pays two-thirds of urban renewal costs might well follow the lead of the Commissioner of Education and demand evidence that it

is not aiding groups that will continue racial and religious discrimination.

***

University of Tennessee Fraternities that will be provided space in the Yale Avenue Urban Renewal Project are:

Alpha Gamma Rho

Alpha Tau Omega

Delta Tau Delta

Kappa Alpha

Lambda Chi Alpha

Phi Gamma Delta

Phi Sigma Kappa

Pi Kappa Alpha

Sigma Alpha Epsilon

Sigma Chi

Sigma Nu

Sigma Phi Epsilon

Zeta Beta Tau

Urban Renewal Site Selection.

The non-white population was concentrated in 1960 in two areas--around Knoxville College in northwest Knoxville and in the Mountain View area in east Knoxville. As noted, the Mountain View district was designated as a General Neighborhood Renewal area, a three-stage project. The first and largest stage is in execution and will severely reduce the low-cost housing supply available to Negroes. The later sections will simply intensify the situation.

No areas of privately-owned housing are opening up to poor Negroes; hence, they must double up in the remaining private housing or move to public housing which is segregated. (As noted in the school section segregated housing in Knoxville also means segregated schools.) Viewed from this perspective the poor

Negro family sees its opportunities restricted instead of broadened by urban renewal because its housing options are reduced.

Where will new urban renewal projects be located? What impact will they have on Negroes, particularly low-income Negroes who have been living in high-cost, low-quality ghetto housing? Will the supply be diminished more resulting in higher rents for the remaining small supply?

Site selection seems to be left up to the Knoxville Housing Authority. Thinking in that agency currently leans toward two projects--a downtown renewal project and another one in the University of Tennessee area.

On the other hand, the Metropolitan Planning Commission (MPC) prepared a report November 1961 outlining projects in other areas and assigning priorities to them. Thus, KHA and MPC seem to be in conflict. (The MPC must approve urban renewal sites so any difference in approach must be resolved.)

An internal difference would not be worthy of comment were it not for its potential effect on minority families in Knoxville:

*If the KHA projects--a refurbishing of the central business district and provision of dormitory areas at the University of Tennessee--are the course followed, Negro families will remain relatively untouched.

*If the recommendations of the MPC are followed, the concentration of Negro families around Knoxville College will be among the first people dislocated.

Since the MPC recommendations were published, there has been practically a complete turnover of staff making it difficult to trace the reasoning behind the report's recommendations. Nothing in the report indicates an awareness that Negro areas were being picked for renewal. Instead the report relied upon housing information compiled in the 1960 Census of Housing; emphasis was on condition of structures and the absence of plumbing facilities.

Quality of housing seemed to be the only criterion for site selection. Thus, two of the MPC recommendations--sites 2 and 5--are deteriorating Negro areas around Knoxville College. Who occupied the housing and what opportunities they

would have for relocation housing were not mentioned, and these oversights reflect poorly on the MPC.

Urban renewal planning that relies solely on structural conditions ignores basic economic and social facts. These facts include the relative poverty of Negroes and the discrimination against them by owners of real estate. Responsible planning offers positive solutions to such problems. At the very minimum it would call upon the City to offer non-segregated housing to displaced Negro families, and ideally it would produce a positive program that provides good housing for poor people in integrated communities.

Both scattered public housing sites used for relocation and open occupancy laws--recommendations already made--are again relevant. Small, "vest pocket" housing projects devoid of the institutional appearance and ghetto concentration should be developed in several sections of the city to avoid reinforcing segregation. "Fair housing" or open occupancy laws that prohibit discrimination by real estate men would be recognition that urban renewal uproots Negroes without insuring that they have another place to move. Here again, Federal backing of urban renewal that displaces Negroes without giving them this legal safeguard is irresponsible.

SCHOOL DESEGREGATION

Since 1960 the Knoxville Board of Education has been under Federal Court order to desegregate its school system. A spokesman for the Board of Education stated that he felt this was being accomplished through the plan filed with the court in August 1965. The plan, which is actually a summary of all the desegregation steps taken by the school board over the past five years, calls for the elimination of all racially discriminatory practices in all grades, programs and facilities, but for reasons noted below it will not result in an integrated system.

The plan emphasizes integration of both staff and students. The Board has stated that teachers and other staff members will not be assigned, promoted or given any other kind of evaluation on the basis of race. It was reported that some Negro teachers have been assigned to white schools, but no Negroes have been assigned to headquarters of the Board of Education in supervisory positions. One official commented that Negro teachers are reluctant to take positions in white schools. However, transfer will be necessary for some since small and obsolete Negro schools are being closed.

The number of white teachers in traditionally Negro schools was never disclosed.

Integration of students is proceeding according to a zoning plan which is based on "the location and capacity (size) of school buildings and the latest enrollment studies..." This plan was adopted one year ago and submitted to the State Commissioner of Education, the Federal Commissioner of Education and the Federal District Court (Eastern District of Tennessee, Northern Division).

A basic element of the plan was that parents might select another school for their children to attend. That policy of free-choice was attacked in court and resulted in its revocation. Those students who transferred last year, however, are allowed to continue in the school to which they transferred. Now only a justifiable excuse is proper ground for a transfer. (In Tulsa, Oklahoma, it

was reported that the same system is in effect and that physicians have made requests for transfers to safeguard a child's health.)

Spokesmen for the Board of Education estimate that 800 to 900 Negroes are now in formerly all-white schools. There was no estimate of the number of whites in formerly all-Negro schools. Approximately 40,000 students are in the Knoxville school system.

Two crucial elements that influence the rate of integration are the location of schools and the manner in which school district lines are established. Both elements are related to the question "which children will go to what school?"

Traditionally, school planners have located elementary schools in neighborhoods within walking distance of most students, but there have always been exceptions such as the schools in small towns that serve children living on farms.

The neighborhood school lies at the heart of Knoxville school planning. As one official said, "Evolution of the community determines school patterns." The idea of busing children to under-utilized existing schools in the manner of rural communities was rejected by the Knoxville Board of Education as too expensive and impractical. Rather, older schools are being converted to vocational training while new schools are built in the outlying suburban areas.

Two effects of this procedure are evident: new schools in the fringes will be segregated because the housing is, and poorer children in older parts of the city will attend older schools.

The other important element that influences integration--school zoning boundaries--relates directly to the location of schools and represents the Board's concepts of neighbhorhoods. Since these zones were adopted pursuant to the Court's directive that the system be integrated, it is useful to examine the zoning plan as a device to achieve integration. Several observations can be made in this respect:

1) Officials at the Board of Education offer no evidence that this plan will achieve integration.

2) It is not clear that any of the three official bodies to whom this plan was submitted has any method of evaluating the effectiveness of it.

3) Available evidence suggests the zoning plan will not further integration; instead it will freeze the ghetto patterns extant today.

Until technicians develop a simpler method of evaluation for a plan of this sort, the only way to analyze it is by comparison with 1960 Census data. Among the statistics compiled for each city block in Knoxville is the number of housing units occupied by non-white families. (This figure can be converted to a percentage of the total units in the block. Then by means of a color code these percentages can be put on a city map.) Once a map showing the distribution of the non-white population is prepared, it is possible to evaluate the zoning district boundaries.

The boundary separating the Sam E. Hill and Lonsdale elementary schools is striking because it follows Minnesota, Stonewall and Connecticut Avenues and thus separates the white and non-white populations as they existed in 1960. Sam E. Hill was previously a Negro school and will continue as one under this zoning.

The same is true of the boundary between Beaumont, a white school, and Beardsley and Maynard, two previously Negro elementary schools. The district line here follows Mississippi, Booker and Iredell streets which again is a demarcation between non-white and white housing concentrations.

The Green-Bell House boundary appears to have the same effect as does the Beardsley-Westview Boundary.

In other words the zoning plan has zoned Negro housing areas for Negro schools. Therefore, integration will occur only with those few white families that live in predominantly Negro areas. It apparently never occurred to Board planners that instead of gerrymandering boundaries to contain the Negro population, they could dilute it by reversing their strategy.

The critical element in this integration plan is the method of drawing school

district lines. On the basis of census data one could conclude that members of a white supremacist group could not have more effectively thwarted school integration.

For example, in the Sam E. Hill-Lonsdale section the boundary could have been drawn along almost any other streets and achieved a better racial mixture in both schools. Or the Board could have acknowledged that it has two schools three blocks apart and decided to "pair" them (or operate them as a single unit) to achieve integration of the entire area. Instead it has zoned them to separate white and non-white children to the extent their homes are separated.

Beardsley and West View, divided along Proctor Avenue, are in the same situation. But the most obviously gerrymandered district is Brownlow. This white elementary school district was extended east more than ten blocks to accommodate a white neighborhood two blocks wide that lies between two small Negro concentrations.

Turning to the East Knoxville area--south of Magnolia Avenue and east of First Creek--there is no evidence that the Board zoned to achieve integration. The district for Green School encompasses the oldest part of the Negro residential area which is now being cleared as part of the Mountain View urban renewal project. Since only 200 housing units are scheduled for the area when it is rebuilt, the Board of Education will be forced to alter the district lines for this new school (completed in 1957, capacity 780). Here the Board could achieve integration by creating a district as encompassing as the one for Park City Lowry which is two miles long and a mile wide.

East of Green lies the Mountain View district; it was previously a white school and the district lines were drawn to include most of the white families living to the southeast, but the school will have a heavy Negro enrollment.

Eastport elementary, which was previously a Negro school, lies to the east of Mountain View. Its district covers the section of Knoxville currently in flux, where Negro families are buying homes and whites are leaving. Hence, the

school continues to be primarily Negro because of its past history while its district contains many white children, also. The outlook, however, is for a declining number of white children since no steps have been taken to stem the white exodus.

Here is a case where housing and school policies are operating in tandem to uproot a white neighborhood fearful of being engulfed by Negroes. If Negroes wishing to buy homes could go into other neighborhoods, fewer would be buying in East Knoxville. And if the School Board had been careful to preserve a racial balance--say two thirds white and one third Negro--there might be less fear among white parents of their children getting "an inferior education."

Instead of dealing creatively with the responsibility to integrate schools in east Knoxville, the Board has done as little as possible to change the racial balance in schools. Here, as in the rest of the City, schools that were identified as Negro schools before the order to integrate remain primarily Negro schools. This fact is inescapable and reflects poorly on the Board's "Plan for Complete Desegregation."

Negro children in Knoxville will receive about the same education in the same buildings as before. Even though administrative bars that formerly kept Negro and white children separate have been abolished, the zoning plan will continue the separation, and it will do it in violation of the spirit of the 1954 Supreme Court decision that said separate education was unequal education.

Through acceptance of this school zoning plan, another generation of Negroes will get a segregated education. The history of northern cities bears witness to this fact. Knoxville has adopted a scheme that cities in the East authored twenty and thirty years ago, and it can expect continued de facto segregation the same as New York, Chicago or Boston. The fault lies in the location of the school zoning lines.

VOTING BEHAVIOR

As just mentioned Negro voters opposed consolidation of city and county governments with large majorities. On other referenda they have been equally decisive: they opposed fluoridation of the water supply and a proposal to consolidate the school systems: on the other hand they supported a bond issue for property reappraisal, two bond issues for construction of a municipal auditorium and coliseum and an industrial bond issue. Most significantly, they strongly supported legalized liquor in greater proportion than other wards in the same socio-economic category.

While Negroes have not suffered the disfranchisement in Knoxville so well exposed in other communities, they do not constitute an organized political voice in local politics. Students of local politics observe that turnout of Negro registered voters is poor in comparison to the three other metropolitan areas in Tennessee and that registration lags far behind also. (Estimates for 1964 showed 58% of the eligible Negro population registered. For the white population there was 100% registration because the voting list had not been purged in the last few years.)

When Negroes vote in Knoxville, they vote heavily Democratic. In the 1964 primary only 18% of the Negro registered voters came out, but 15% voted Democratic and 3% Republican. In 1960 Negro wards delivered 92% of their vote to Estes Kefauver and in 1964 it was the statewide Negro vote that barely returned Albert Gore to the Senate.

Among the major metropolitan areas of Tennessee Knoxville falls behind Chattanooga, Nashville and Memphis in Negro participation in elections. This is contrary to the contention of most experts who hold that the smaller the percentage of Negroes in the population, the more active they are in political affairs. In Tennessee the opposite seems to be the case--Memphis with 36% Negro population has a registration of 73.5%; Knoxville's 12% Negro population has 58%.

ANNEXATION

In 1959 Knoxville and Knox County voters resoundingly rejected consolidation of city and county governments into one metropolitan government. Negro wards--1,3,5,12,14,19 and 21--were among those casting the heaviest vote against the proposal. None gave more than 13% of its vote for the proposal. This vote corresponds to the reaction of Negro voters in other cities where similar proposals are made. (In Knoxville they were joined by a majority of white voters.)

Often the Negro votes is the swing vote in an election if the size of the Negro population is very large. In Knoxville, however, the 20,886 Negroes (1960) are 18.7% of the population.

The Negro community which tends to vote as a bloc and which presently has no observable political representation, was probably voting its self-interest on this issue because consolidation has nothing to offer Negroes other than vague planning concepts. For people living in ghettoes where municipal services are lax, community facilities are run-down and housing is deteriorating, it is difficult to get excited about haphazard suburban development especially when practically all of it is segregated.

And to politically alert Negroes aware that there were 137,000 whites but only 2,000 Negroes residing in the county outside Knoxville, it was painfully obvious that consolidation would forever eliminate the possibility of Negroes having an effective political voice in local affairs.

Given these conditions it is surprising that more support for the proposal did not develop among whites with racial antagonisms. However, whites with low education seem to have opposed the merger while voters in wards with high educational attainment supported the issue.

After defeat of consolidation, the "need" for dealing with suburban sprawl was resolved without resorting to the voters again. In 1962 the Knoxville City Council annexed 61,000 people (861 non-white). Now Negroes are 12% of the 173,000 total.

POLITICAL LEADERSHIP

Leadership in Knoxville's non-partisan politics has exploited the Negro vote instead of denying it. The City had a rather high Negro registration when most southern cities prevented their registration, but Negroes have never had an influential voice in political affairs.

No Negro holds elective office. Members of the School Board and the City Council are elected at-large so that Negro candidates have no chance for election. Neither body has representation from the Negro community.

The Knoxville Housing Authority, as mentioned elsewhere, has no Negro member although both urban renewal and public housing have affected the Negro community much more severely than the white.

The Civil Service Commission has no Negro member. It is reported that discriminatory practices are regularly followed including the use of forms that call for an indication of race and inclusion of a photograph. Moreover, assignments in the police and fire departments have segregated employees. There is one all-Negro fire company, but on September 1, 1965 the Mayor ordered its employees integrated into the remainedor of the department. Police are only assigned to Negro residential areas and the business district; they are not assigned to white residential areas. The Mayor stated publicly that he will eliminate all forms of segregation in the police department.

There is one Negro member of the Metropolitan Planning Commission; he is the President of Knoxville College.

Notable for its absence has been a "human relations commission." After having his proposal for such an organization rejected by the City Council, the Mayor appointed a committee of more than fifty people to work on problems of Negro employment.

In East Knoxville a human relations commission with staff members could perform a distinct service by working with the white families now in a panic to move.

Between three and four hundred homes have been thrown on the housing market by these white families depressing real estate values. Some families are determined to stay; others who find that selling involves a financial sacrifice could be persuaded to stay. Yet, there is no organization with staff to go into the area and get people together to stabilize the neighborhood.

(However one feels about integration, it seems obvious that all parties would benefit by stabilization of the situation; only real estate brokers stand to benefit from the panic. Failure to act rest squarely on the shoulders of the City Council.)

Areas of city government which need examination but were not covered in this investigation are: contracts, capital budget expenditures, evaluation of equipment and facilities (fire, police recreation, etc.) and grants to private organizations.

Contracts. The city should check that all contractors doing business with the city agree to equal employment opportunities for Negroes.

Capital budget items. Fast growing suburban areas often receive a disproportionate share of the public improvement dollar. In effect, these are expenditures in white areas which should be balanced against the need in Negro areas.

Evaluation of equipment and facilities. This pertains in part to capital budgeting, but also relates to allegations that the oldest fire equipment is transferred to Negro areas, and that Negro parks and recreation centers have poorer facilities and lower operating budgets than in white areas. All city services--from garbage collection to libraries are subject to evaluation of this kind.

Grants to private organizations. Most city councils make small appropriations to private organizations. A check should be made to assure that they do not discriminate in their membership or activities.

INTERSTATE HIGHWAYS

The $47 billion interstate highway program has necessitated condemnation of large swaths of land through most American cities. Frequently, highway planners are accused of establishing routes through Negro sections because the homes they occupy will be less expensive to condemn than in white sections. This economic motive is in the taxpayers' interest if it does not impose a hardship upon the people dislocated.

In Tennessee the State Highways Department condemnation division acquires rights-of-way. The State Highway Department office in Knoxville indicated that records on condemnation are maintained in Nashville; hence, there was no local record of families displaced by the highway program.

To arrive at some estimate of the displacement by highways in Knoxville 1950 Census maps were compared with the city base map which shows interstate routes built and under construction. (The 1950 census maps were used because much highway work was done in the late fifties; 1960 maps do not show blocks condemned in that period.) From this kind of estimation approximately 1382 housing units were destroyed; only 62 of them were occupied by non-white families. Highway planners did not, therefore, single out Negro areas in Knoxville for new highway locations.

CITY PLANNING

The role of city planning in any community may vary within legal and political limits, but generally the planning agency is the arm of local government that analyzes physical and social conditions and proposes courses of action that will benefit the total community.

In the course of performing this analytical role planners are faced with hard choices because various groups fare differently through any chosen course of action. It is the job of planners to identify both the reasons for instituting programs and the impact they will have on various sections of the community. A popular contention in planning circles however, is that some programs and regulations are above question. In and of themselves they are good. Planning subjects protected by this faith are zoning, subdivision regulation and urban renewal; new highways and parking garages have not yet attracted as wide and faithful a following. Reports on these subjects tend to be more promotional than analytical. Only when confronted by thoughtful opposition do reports deal with dissenting arguments.

Policy makers like the Mayor and City Council depend upon planners to supply insight, understanding and recommendations on many matters, and while the analysis and recommendations may be technically accurate, the decision to implement them is basically political.

As already mentioned, the Negro political voice in Knoxville is not distinct. It has no spokesman holding political office, and it seems to be manipulated in elections. This fact, more than any other, seems to explain the almost total disregard of Negroes in Metropolitan Planning Commission reports.

It would be unfair to accuse the MPC of discrimination or of an intentional slight of Negroes. The fact of race was forgotten, nevertheless, at some critical stages. At others, racial presence was noted without indicating what significance it might have.

Examples of noting the presence of Negroes but leaving the reader to interpret the significance appear in Planning Unit Analysis (April 1960). It has a section entitled "East Knoxville" which encompasses the area bounded by the Southern Railway, the city-county line, Fort Loudon Lake and Third and Central Avenues. Under the heading "Extent and Cause of Blight" there is the following explanation:

> In 1948, 18% of the areas was occupied by colored and 2% by mixed (colored and white) residents. At present, colored people live in 25% of the area, and 5% is filled with mixed inhabitants. Planning Unit 2 Area is :
>
> Blighted - 13%
> Deteriorating - 4%
>
> Part of Unit 2 is now being redeveloped. Then new civic auditorium is now under construction. The deteriorating area has structures that are in disrepair, and is in need of a rehabilitation program. The blighted areas require clearance and the deteriorating areas need rehabilitation.

The inference is that Negroes or a mixture of Negroes and white caused blight in East Knoxville. Standing as it does, this explanation represents neither thoughtful analysis nor political sensitivity for Negroes feelings.

Insufficient editing may be part of the explanation as in the case of the statement, "It will be just a matter of time before Mountain View Elementary School changes into a school for Negroes or colored children." And again , "There are three libraries located in Unit 2. Burlington and Park City serve the white residents and Carnegie is ministering to the colored residents."

These references to Negroes are representative; they are also about half the total number of observations made about Negroes in Knoxville in the 186-page report. A subsequent report Knoxville Supplementary Planning Unit Analysis--Housing (November 1961) was more circumspect. Here the quality of housing reported by the Bureau of Census for 1960 was evaluated. This report identified areas of poor housing but did not mention the racial composition of the residents.

This omission is the same in most MPC reports and can be given two opposite explanations. On the one hand, absence of reference to race can be interpreted as "treating everyone in the same manner." Likewise, it could be argued that the effects of plans on Negroes are being covered up. Which, if either, is true

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has but fleeting importance. The problem is that while Negroes are entitled to first-class citizenship, it is not always theirs to enjoy.

For city planners the desire to treat everyone equally is necessary and laudable, yet it hardly excuses them from knowing how different groups are affected by planning proposals. Equality under the law does not obliterate social, economic and racial groupings established by society. In the case of Negroes pressed into ghettoes there can be no doubt that society is making onerous distinctions between them and others. City planning that does not take notice of this distinction is at best superficial and at worst suspect.

In the larger sense of planning--analysis and advice to the mayor and city council--the omissions in Metropolitan Planning Commission reports are important. From perusal of at least fifteen reports I could find no intimation that integration was a public issue in Knoxville or that the Planning Commission might possess any data that would be relevant to the issue.

A planning tool as elementary as a map showing the distribution of the Negro population has never been prepared by the Metropolitan Planning Commission although it has the information on hand. This kind of map is important in evaluation of any proposal that will be executed on an area basis--zoning, school districting, location of public housing or urban renewal projects, highway routes, etc. The effect on the Negro community can be determined quickly.

Another kind of planning information the Metropolitan Planning Commission could supply easily would be social and economic statistics that compare the white and Negro communities. In August of 1965 the Urban League published general findings that Negroes in Knoxville had higher unemployment rates, lower salaries, less schooling, etc., than the white community, facts that were hardly surprising but which should have been public knowledge for some time.

Still another subject on which planners need to investigate and offer thoughtful advice is housing for Negroes in Knoxville. Not only should some note be taken of housing conditions, but past actions should be evaluated to see what

housing patterns are developing. Elsewhere in this report public housing and urban renewal programs are discussed in some detail, but many points remain to be developed. The relocation program seems to be faced with an impossible task: it must find decent housing for poor Negro families when the supply is being constantly reduced through public demolition. A thorough examination of the real estate market available to Negroes is overdue. Other facts about their conditions are studied as part of urban renewal and public housing programs, but not this crucial question. Superficial evidence suggests not only that they are "forbidden neighbors" in Robert Weaver's phrase, but that they get worse housing and pay more for it in neighborhoods with poor community services. Anyone of these facts would be a community problem; all of them, if true, represent social failure.

In the same fashion that City, County and Federal Governments can provide funds to examine the need for sanitary sewers or a transportation plan, they should be interested in studying the plight of an eighth of the population. Unfortunately, Knoxville planning has treated the Negro community as non-existent, as if it were simply a fraction of the larger white community. The Federal Government is in part responsible since it has furnished over half the funds for MPC studies.

PLANNERS FOR EQUAL OPPORTUNITY

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August 24, 1966

Mrs. Eugenia M. Flatow
Program Planning Assistant to the Mayor
Office of Housing and Development Coordinator
250 Broadway
New York, N.Y. 10007

Dear Gene:

This letter is in response to the Council for N.Y. Housing and Planning Policy Policy Guidelines and your varied responses to them. While I agree with the general thrust of the Policy Guidelines, I have to admit that they lend themselves much too easily to satisfactory responses. Your comments, taken point by point, suggest that the administration's goals are fairly consistent with those of the Council, but at the end of that little exercise, I'm sure you will agree with me that we have solved very little.

Without going into a long polemic, let me state one of the basic problems about which practically nothing is being done - and I am pretty much aware of everything that is being done. The problem is that perhaps 100,000 households are living in atrocious conditions in this city; too little is directly being done to relieve their conditions. We are permitting landlords to get away with as many as 1,000,000 violations of the law without taking substantial steps to have the law complied with. We are permitting outrageous situations to develop in the housing of welfare clients, Negroes and Puerto Ricans, and we are doing nothing directly to deal with the problem. With the number of recorded-and-uncomplied-with violations now running at about 400,000, and apparently limited only by the number of inspectors available to record more, you can appreciate my utter and complete lack of faith in the code enforcement system as a means of improving housing. While new construction and rehabilitation play an important role in maintaining overall housing quality (including that for low-income groups), at current rates it would take 100 years before the average slum family experiences housing improvement. If the CRP and Logue report levels are implemented, it will still take 25 years to show an improvement for the average poor family.

What can we do about it? Through receivership, condemnation or other legal process, we can take property away from exploitative, incompetent or irresponsible landlords and put it into the hands of non-profit local housing companies who will maintain the property decently and in compliance with the law. We can set aside about $1,500 per unit as a grant to these companies with which they can improve the buildings and make them habitable without raising rents. We can also allocate money to reduce rents in buildings which have been decontrolled (actually or constructively), and we can give tax abatement as necessary in addition to the money grants to insure that the buildings can be properly maintained. The complete program would amount to perhaps $2,500 per unit. For $50 million a year, we could improve conditions for 20,000 families. In 5 years, 1,000,000 violations would be wiped out; the worst landlords would be wiped out along with the opportunities which breed them; the code enforcement system might have a chance to be effective; we would be able to hold our heads up and say that in New York City, building and housing codes are equally enforced for all.

Why don't we do this? Because we are immoral and conscienceless, perfectly willing to impose second-class citizenship on minorities and the poor. Is $50 million a year a lot of money? It is about 1 percent of the City's budget. We now don't spend one tenth that on improving existing housing. While the state and the federal government are certainly not providing cities with enough help, cities could do a lot more to help themselves - but they really don't give a damn.

Improving the housing the poor live in - NOW - is a typical problem. Our current approach to it demonstrates clearly the appalling difference between what the poor actually need and the unresponsiveness of the programs we pursue. Unless we drastically change our attitude and outlook, there is no reason to believe a lessening of racial and economic tension will take place.

Since this letter reflects thoughts which I have been meaning to express for some time, I am sending copies of it to others interested in the housing problem.

Cordially,

Walter

Walter Thabit, President
Planners for Equal Opportunity

A Statement by Walter Thabit, Planning Consultant and Chairman of the Ad Hoc Committee on Rent Control of Planners for Equal Opportunity, New York Chapter, prepared for delivery at the March 16, 1967 hearing of the Finance Committee of the City Council of the City of New York

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RENT CONTROL AND THE LOW-RENT CRISIS

We are here today because we are concerned with the worsening housing crisis for low-income families, and because we are concerned with the city's failure to deal adequately with the situation on many fronts. Four hundred thousand families still pay more than 35 percent of income for rent; half a million apartments are substandard. Further, we are losing hundreds of low-rent units every week through demolition, abandonment, and rent increases. During the past five years, there has been a loss of 400,000 units renting for less than $80 per month as follows:

Decontrol	20,000
Demolition and vacated buildings	120,000
Rents increased from under $60/month	90,000
Rents increased from between $60 and $80	170,000
	400,000

These losses and rent increases have pushed the average rents in rent controlled apartments from $72 in 1960 to $78 in 1965. But incomes did not rise along with the rents. They remained relatively stable, particularly for lower income families. As a result, the rent-income ratio showed a precipitous rise, from 17.7 to 19.7 percent in rent controlled buildings.

The increased vacancy ratio is not a sign of an easing situation for low-income groups, but of a worsening one. Low-rent vacant apartments are largely uninhabitable today, and are often the sign of impending vacancy in an entire building. In addition, at least part of the higher rental vacancies reflect asking prices higher than the market will bear. In these portions of the rent controlled stock, we have reached free market conditions, the nemesis of the low-income tenant.

It is the city's business to make decent housing available to its low-income families at rents they can afford. It's fair to say that it has failed in this responsibility. We are neither building nor rehabilitating a sufficient number of low-rent units to make up for the losses. Nor are we insuring that existing housing will be decently maintained. Lastly, we are failing to correct inequities in the rent control laws, inequities which primarily affect the rental cost and condition of housing occupied by low-income families.

We would like to address ourselves to these inequities and ask this Council Committee, tenants representatives and landlord groups to seriously consider their adoption. Our basic objective is to gradually abandon reliance on voluntary 15 percent increases as the basis for increasing rents. Some buildings have had few increases and can no longer be operated soundly. Other buildings have been operated atrociously, and their owners have been rewarded with continually higher profits. This has produced a situation in which the value of the apartment bears no relation to its price, and through which the most vulnerable households are saddled with poorly maintained buildings and/or high rents.

The administration has seen the need for continued controls but has seen fit to do little or nothing about these inequities. An analysis of the provision granting rent increases in buildings which have not had an average of 2 voluntary 15 percent increases suggests that no more than 20 percent of the units which have not had such increases will qualify for them. Even fewer scraps have been offered to tenants - where the greater injustices lie. We feel more should be done to correct two basic inequities:

1. Excessively low rent levels in some buildings
2. Excessive 15 percent increases in a still greater number of buildings

1. Rents That Are Too Low

While we favor limiting landlord profits, we see nothing to be gained by forcing landlords to operate buildings whose rent rolls clearly do not provide for proper maintenance much less a reasonable profit. We believe there are landlords who try to maintain their buildings but who are restricted from doing so by very low rents. At least some landlords try to satisfy their tenants and make repairs for them, but are forced by average rents of under $30 or $40 to keep from scheduling basic maintenance and repairs. Ultimately, such buildings become dilapidated and subject to vacate orders or abandonment. While such a landlord can apply for a hardship increase, the procedure is cumbersome for small landlords and does not provide increases for deferred maintenance.

We understand that the Rent Administration has proposed a study to determine the costs of decent maintenance and we would welcome such a study. Nevertheless, action is needed immediately and could be undertaken without reference to such a study. Housing experts would be in general agreement that housing cannot be adequately maintained for less than $50 per unit per month in multiple dwellings. This figure could be the basis for immediate action.

There are today some 84,000 units renting for below $50 per month. Approximately 24,000 of these units now rent for under $40 while the remaining 60,000 rent for between $40 and $50. About 50 percent of the under $40 units and 25 percent of the $40 to $50 units would be affected by an approved minimum average rental of $50 for a multiple dwelling, a total of 27,000 units. Assuming an average of 6 under-$50 units in each multiple dwelling eligible for an increase, about 4,500 buildings would be affected.

It is therefore recommended:

> 1. That a minimum average rent of $50 per unit for all multiple dwellings (except for SRO's) be immediately established.

We also approve the Mayor's proposal to grant increases to buildings which have not received an average rent increase amounting to 32.5 percent since 1943. While 120,000 units may not have had such increases, the number of units eligible for such increases is estimated to be no more than 25 percent of the total based on the overall rent structures in buildings in which such units are found. The number of units actually receiving such increases would also be reduced by the number that would receive higher increases through raising average rentals to $50 as proposed above. This is estimated to be one third of the eligible units, or 10,000 of the 30,000 total eligible. It is believed that rent raises for this group of units is also necessary to permit adequate maintenance and a reasonable return.

It is therefore recommended:

> 2. That increases which will bring the average rent increase to a total of 32.5 percent be approved for buildings which have not yet received increases to that level.

If the above recommendations are approved, inadequate rent levels in some 50,000 units would be responsible for relatively small increases in some 300,000 units. These increases would adversely affect pensioners and other persons on fixed incomes and low-wage and part-time workers. According to our estimates, half those living in units renting for under $50 and 40 percent of those in buildings with less than 32.5 percent increases would be affected. Increases which have to be borne by households already paying more than 25 percent of income for rent would be as follows:

For households in units renting for under $40	$540,000
For households in units renting from $40 to $50	220,000
For households in buildings with less than 32.5% increases	800,000
Total	$1,560,000

If the increases are pro-rated among all tenants living in a building, the numbers which have to share this increase is reduced by the average number of units in the building. Assuming 6 to be a reasonable figure, those adversely affected by the increases would be required to pay the following increases:

Number of tenants	Monthly increase
43,000	$ .50
43,000	$ .50 to $1.00
29,000	$1.00 to $2.00
21,000	$2.00 or more

We would propose that the City of New York begin to assume a greater responsibility for the maintenance of sound housing and for the rents tenants are forced to pay for decent housing. While the rent increases being imposed on a majority of the tenants who would be affected by these proposals is under $1.00 per month, even this could be excessive for some. As a start for increased city responsibility, however, we propose to limit the city's share to those units on which higher rent increases than $1.00 per month would be imposed. Based on the assumed average of 6 units per building, some 8,000 to 9,000 buildings would be affected. For these buildings, we believe that the city should reduce the rent increases through an equivalent tax abatement or direct subsidy. According to our estimates, tax abatement or other subsidy of less than $1. million per year would be required to keep rents from rising more than $1.00 per month per unit. We believe the city should shoulder this responsibility, and therefore recommend:

> 3. That where the projected increase amounts to more than $1.00 per month, the City of New York abate taxes to the degree required to reduce the rent increase to $1.00 per month per unit or less. Further, where tax abatement is insufficient to cover the portion of the projected increase over $1.00 per month, the City of New York is to provide a direct subsidy to the landlord to cover the required amount.

Notes: It is our belief that the above proposals will remove most of the pronounced criticism of rent roll inadequacies and remove as well any reason for failure to vigorously enforce the housing and buildings codes. We fully recognize that many of the buildings which will receive these increases are now and will continue to be poorly maintained. We also believe, however, that the majority of landlords will maintain their properties given an adequate rent structure. If the city eliminates the inequities and assumes its responsibilities, we can hold the rest of the landlords fully accountable for their neglect.

We are determined that the city take its housing maintenance responsibilities more seriously. Where a landlord cannot or will not maintain his property, whether in an existing or developing slum, the city should move immediately to take the property out of his hands and transfer it to competent management, preferably under local community control. We have already proposed, in a letter to Eugenia Flatow dated August 24, 1966 that the city embark on a $50 million per year program to take property over from incompetent or irresponsible landlords and to provide capital improvement grants to put these buildings into habitable condition. We repeat the necessity for this program here, pointing out that higher rent buildings are often more deplorably kept than lower rent buildings.

2. Excessive 15 Percent Voluntary Increases

While landlords are entitled to reasonable profits, they are not entitled to a "killing" out of rent control. The profit levels in 1943 were the profit levels of a free market. According to landlords themselves, costs have risen 100 percent, suggesting that where increases of more than 100 percent have been approved, landlords are being unduly rewarded. Buildings which have received this level of increase are those with high turnover, those which have received 4, 5, 6 and even 7 15 percent voluntary rent increases. Typically, buildings with high turnover have the poorest facilities and are the most inadequately maintained. Such buildings are largely occupied by Puerto Ricans, Negroes and others who have to accept that which is available no matter what its cost. Despite the hardships they cause and the condition these buildings are in, rent control continues to reward their owners with continually higher profits.

In the following table, the estimated percentage rent increase in rent controlled buildings is presented.

Percent Rent Increase	Number of Units 1960	1965*	1970*
0-20%	200,000	120,000	80,000
20-60%	780,000	305,000	200,000
60-100%	290,000	470,000	400,000
100-120%	60,000*	160,000	250,000
120% or more	120,000	200,000	360,000
Total	1,450,000	1,335,000	1,200,000

* estimated

By 1960, 180,000 units had received rent increases equivalent to 5 voluntary 15 percent increases. By 1965, this number had grown to 360,000 and by 1970, it will reach 610,000 if something is not done to prevent it. Today, we estimate that 150,000 units have had increases amounting to 140 percent or more; bv 1970, that number will reach 280,000.

What is happening is this. As the group of long-term occupants who haven't moved since 1953 diminishes (by 1970, it will be half as big as it was in 1960), the tempo of 15 percent voluntary increases tends to rise. We are witnessing an acceleration in the trend, ever expanding the rental differences between those apartments which turn over rapidly and those which turn over infrequently or not at all. With every "voluntary" increase, there is a stiffening of the market, a further inhibition of free movement, an increase in the burden on low-income and minority apartment seekers. Already, the market has made maximum rents a mockery in tens of thousands of apartments. Part of our increased vacancy rate is in apartments which are simply not worth the asking price permitted under the law. It is these units and the tens of thousands like them which are responsible for the major portion of the rising rent-income ratio being paid in rent controlled dwellings.

We therefore recommend:

4. That no unit which has received 5 or more 15 percent voluntary increases be eligible for further 15 percent increases.

The impact of this proposal would be to forestall further rent increases in that part of the stock which needs it least and which has been abused the most. It would prevent landlords who harrass their tenants from having good reason to continue the practice. It would help restrict the rate at which free market conditions are imposed on the rent controlled stock. It would help prevent the continued escalation of rent differentials which work a hardship on the poor and on minorities.

It is the hope of this proposal that some 250,000 units would be prevented from rising into the category of units with more than 100 percent increases by 1970, It is not believed that buildings with such units could possibly be unduly suffering under rent control, nor are 15 percent increases the only way that rents can be raised. The proposal is meant to limit rather than foreclose further rent increase in such buildings. Primarily, the limitation will require owners to do something for tenants for further increase.

This recommendation is the heart of our program, and our most basic recommendation. Without it, we will make no basic attack on the current inequities in the rent control law. With it, we can make a start toward some more rational system for maintaining reasonable rent levels in a private market. An approach to such a system is outlined below.

3. A Rational System of Rent Control

We propose that the city administration, the City Council, the Rent Administration and tenant and landlord organizations consider seriously the establishment of a new system for controlling rents, one which does away with the 15 percent voluntary increase as a way of setting rents. The essence of our approach is that a cost of living increase be gradually applied to the rent control system, phasing out the 15 percent voluntary increase system.

At selected periods, perhaps every two years, the maximum permitted number of increases will be reduced by 1, while cost of living increases, starting with units which have had the fewest number of 15 percent increases, are gradually applied to the total stock. Thus, if our recommendation to limit increases to a total of 5 is enacted this year, two years from now, the limit would be reduced to 4, two years later to 3, and so on. At the same time, a cost of living increase would be granted to all units which had the fewest 15 percent voluntary increases. As the limit for 15 percent increases was brought down, the number of units covered by cost of living increases would rise. By the time the limit had reached 3, for example, all units which had had only 3 15 percent increases would be eligible for a cost of living increase. The process would continue until rents were brought back into balance; increases for refrigerators, stoves and most other items could be eliminated as well.

We do not claim to have worked out the proper system, but only to have devised a reasonable approach for substituting one for the other. Nor do we recommend a specific level for cost of living increases. Both matters should be the subject of immediate study and this or a similar system rapidly implemented. Because cost of living increases would work hardship on some tenants, the city's responsibility for expanding low-rent housing opportunities and for providing direct subsidies to low-income tenants would also increase. We feel that the city should accept this responsibility and expand its construction and rehabilitation programs and initiate direct subsidy programs as needed.

Conclusions and Other Comments

The recommendations made above deal with the major issues as we see them. We do not believe that proposals being made for decontrol or equalization have merit. Vacancy decontrol would be a disastrous acceleration of what we are trying to prevent; lopping off a high-rent category simply weakens a law that needs strengthening; equalization merely sets the stage for another round of rent increases in poor buildings. The Metropolitan Council on Housing and other tenant organization demands for strengthening the law, particularly as regards the roll back of rents on units with excessive rent increases, recontrol of poorly maintained dwellings, increased protection for tenants and an end to perpetual increases for equipment deserve serious consideration. We feel that the Met Council demand for a limit of two 15 percent increases supports our conclusion that the basis for determining rent increases must be changed.

The statistics we have presented here are as accurate as could be made on the basis of available information. We urge the City Council to request more accurate and complete data on these points from the Rent Administrator. We agree that a study of operational costs should be made, but see no reason to delay some action on this point now - if not for units renting under $50 per month, then for units renting for under $40 per month. It is important for the city to get some experience in dealing with this inequity, particularly as regards the hardships which will be imposed on many tenants - even with such low rents.

Two years ago, as a result of a study of rent control from the tenants' viewpoint, the same proposals for elimination of inequities on both sides were made. The situation at that time was already serious. It is critical today, and shows signs of becoming explosive. We ask the City Council to be bold. We ask it to act. If you act to eliminate these inequities, untold thousands of tenants <u>and</u> landlords will have reason to applaud your actions.

PLANNERS FOR EQUAL OPPORTUNITY

76 Reade Street • Room 202 New York, N. Y. 10007

Keynote Speech of Walter Thabit, President of Planners for Equal Opportunity delivered at the PEO Conference, Tuesday, October 3, 1967, Washington D.C.

THE WAR AGAINST THE CITIES

This conference is called to protest the indifference of the American Institute of Planners to the growing threat to the peace, tranquility and prosperity of American cities, and to protest the nation's immorality, Congressional antagonism to Negroes and the poor and the murderous war in Vietnam. We are also calling to try and rally blacks and whites to work together in the cities - against the rest of the nation if need be - to guarantee the Negro and other minorities their rightful place in American society.

If we lie to ourselves, and this is what America is doing, we can conclude that the whole business of race riots and civil rights and Negro revolution and Black Power is merely a storm blown up by an irresponsible press and a handful of black radicals, a minor matter that can be handled with a few hundred million in anti-poverty funds, a few millions in rent supplements, a few thousand better trained troops and policemen and a strong anti-riot law to jail a few dozen Negro leaders.

This lie lets us avoid the truth. The truth is that millions of Negroes hate American whites and American society, and they are getting perilously close to losing respect for it. They hate whites for 150 years of discrimination in every conceivable form, for forcing them to live in ghettoes devoid of every necessity, for keeping the men poor and forcing them from their families. But most of all, Negroes hate whites because the whites are sending troops into their communities instead of the houses, schools, hospitals and jobs they so desperately need. Every anti-riot action inflames Negro hearts against society; every H. Rap Brown jailed or killed is now considered a personal insult by every Negro.

The Causes of Riots and Rebellions

The ghetto starts in the rural slums that pervade America. Negroes are leaving these slums by the millions, bringing with them no education, few skills and poor health. They come north because machines have replaced them on farms, and because they would starve on the $343 a year Mississippi welfare gives them - if they behave.

They come north to join millions of other Negroes in the big city ghettoes, and they find that police are brutal, that the streets are dirty, that their housing stinks but the laws are not enforced, that landlords will not rent to them outside the ghetto, that whites drive cars while they walk, that whites get jobs while they don't, that there are no jobs for the unskilled, that their teachers, welfare investigators and clinic doctors despise them and that their shopkeepers cheat them.

These stinking ghetto conditions exist because we have systematically deprived areas where Negroes live of every decent facility and service, because we immorally and illegally accept second class status for communities in which they live. In 10 New York communities studied by ALPA, the Association for Local Planning Assistance, disastrous social, economic and physical conditions were being ignored by the City. In seven of these communities, filled with varying amounts of rotten minority housing, the city was doing absolutely nothing to improve conditions. In three other areas, urban renewal was on the scene, but not to rescue the Negro poor. It came to provide more space for industry and more housing for middle income families. The poor were being pushed into other ghettoes.

As more Negroes and other minorities are forced off the land and into our cities, we are creatig more of these ghettoes, and doing less about them. East New York in Brooklyn was 80 percent white in 1960. Today, it is 85 percent Negro and Puerto Rican. In the last three years, the combined neglect of landlords, police, sanitation and other services resulted in the destruction and abandonment of 100 buildings out of a total of 450 in one 21 block area. In all of East New York, 350 buildings were vacated during this period, reducing the housing stock by 1,800 units. That is about half a year's allocation of public housing units in New York. In East New York, there is no health center, no head start program, not one public day care center, few parks and playgrounds, not enough schools. The people are broken and sick; 45 percent are unemployed or on welfare in the 21 block area. Yes, they had a riot in East New York in the summer of 1966.

These are our ghettoes, their inhabitants driven to crime, addiction, vandalism, alcoholism. Here is where we force men to live away from their families, where we alienate tens of thousands of youths from society each year. These are the young men and women we have poorly educated, and left without skills, jobs or futures. They hate whites, they hate society, they hate you and me, and they hate themselves.

These are our rioters. They include the newly arrived from the south, the sons of fatherless families, and other young men without a future. Some play they are Robin Hood; they steal shoes from merchants and leave them on the doorsteps of neighbors. Some riot to make money; they rob and sell, they make a living, they go to jail, they are shot. And some become grist for the revolutionary mill. A few like-minded souls riot together, then start their own little revolutionary movement. They arm, they work out strategies, they prepare for the fire next time. Their numbers are growing; their abilities increasing; their forays more frequent. The

police are already incapable of handling the situation. More and more Negroes are supporting the riots - the whole situation is escalating.

The War Against the Negro

What are we doing about the situation? Are we attacking the root causes of the riots? Are we trying to undo 150 years of discrimination and second class status? No we are not. We are preparing to go to war against the Negro. From the lushness of suburbia to the rottenness of the southern rural slum comes the cry to kill, to wipe out, to make war on the Negro. Who can forget the killings in Newark, the trooper saying "Die, you bastard, die." as he pumped bullets into the back of a Negro who had already surrendered. (As reported by witnesses to Tom Hayden writing of the Newark riots in the New York Review of Books.)

What are we doing about the riots? In Chicago, to keep the peace, we arrest hundreds of citizens without cause and keep them in jail. On August 18, the Chicago Chapter of the American Civil Liberties Union told Mayor Daley that "in the past few weeks some 200 or more persons have been arrested, charged with misdemeanors, and given trial dates from 10 days to two weeks thereafter." To keep them out of circulation, bail is set at $5,000 to $50,000 though it is normally $25 to $1,000 for similar charges. Among those arrested were two service station attendants watching an incident from the gas station across the street. That is how we avoided riots in Chicago this summer.

What else are we doing? Do you know that in every city in which Negroes are pressing for reforms, FBI men are assigned to live and work in the community and report on everything that is going on, complete with names, dates and often pictures? Do you know that a presidential task force studying riots has an FBI man assigned to each field team, that the teams use FBI dossiers in their investigations and undercover methods to gather information? Do you know that meetings such as this are probably also covered by the FBI? Yet we too have a stake in our cities, and we must rise to meet this challenge.

Today, every Negro demanding his rights and every white man who helps him to get them is suspect. We are not considered men in search of decent housing, education and jobs; we are considered potential enemies of the state. We are a deviant element in society, a rebellious and even revolutionary element who wants to change the status quo. This is not something to shrink from, but something to be proud of. Our goal is the reformation of this society, and we should be proud that society has finally taken note of our existence.

Here is where we get down to the business of this PEO conference, where we commit ourselves to this struggle. Here is where we accept the risk of ending up in an FBI dossier. We have no alternative. We must fight for Negro equality and the future of our cities, striking at root causes, educating the nation, exposing its immorality.

Nowhere is the national immorality more visible than in the murderous war being conducted in Vietnam. We protest that war because it is killing people instead of helping them, because the subjugation of those peoples benefits only the few who exploit them or who sell weapons which kill them. We also protest this war because it is the current excuse for not giving aid to our cities. We must protest this war because the attitude that lets us kill Vietnamese without a qualm will let us kill Negroes in the same way. We ask an end to this madness. Our nation must learn to put more money into building cities and less into destroying them.

The Responsibility of Planners

What is the responsibility of planners in this situation? Is it really to debate what is going to happen 50 years from now? Is now the time for the profession to visit the all-white suburb of Reston and admire the architecture and little subtleties in the plan? Or isn't it really time that we make the nation familiar with the slums of Washington. Isn't it time to see the hovels, to talk to the people, to see how they have been and are being beaten down, to use the prestige of the AIP to get their story across to the nation? And isn't it time we criticized the all-white Reston suburbs rather than praise them?

Is this a time to discuss subtleties in the Model Cities program or is it time for the profession, for AIP, to call it a fraud and boycott the program? What is Model Cities but a bigger chance to push an urban renewal program which characteristically displaces the poor for the rich? Where is the massive public housing program that should be part of any ghetto rebuilding program? Where are the programs that will give Negroes the chance to get housing outside the cities so the overcrowding and ghettoization can cease? Where are the schools, hospitals, day care centers, employment opportunities? Isn't it time for professionals to face the brute facts about the programs they work with and join the Negro revolution?

It is our responsibility to try and convince the nation of ghetto needs through our conferences and organizations. Why shouldn't a headline read, "AIP Calls for 300,000 Public Housing Units a Year for Next Ten Years at Annual Convention? And there are other things we need:

2. Federal financing of new towns within present metropolitan areas for poor as well as rich, for Negro as well as white.

3. A dozen brand new big cities built for the poor as well as the rich under the direction of the federal government.

4. Federal help to build transportation systems which are fast, efficient and free.

5. Automatic federal allowances for child support, living wages and decent welfare levels.

6. Enough federal aid to produce the schools, hospitals, health centers and other facilities needed by millions of poor people.

It is also high time that we give the brute facts to the nation and to people in the cities. Planners can do this, and thus far they have been shirking the responsibility. We have to get across the idea that unless we learn to live in brotherhood with Negroes, we can look forward to blood, hate, spies, martial law, and soldiers with guns patrolling our cities. We have to get this message across in our reports and our contacts with white communities, and we must become more aggressive in planning more housing opportunities for Negroes - outside the ghettoes.

What else should we planners do? We should help Negroes to become effective in the decision-making processes affecting their lives. We should insist that Negro communities participate fully and publicly in every planning and improvement program. We should frankly tell local communities what the programs we undertake means to them. If they don't like the programs, we should tell them how to register their protests, how to kill programs, how to change priorities, how to insist on what they need and want. We should help them to develop their own plans as was done in Cooper Square, the West Village and too few other areas. It is our duty to do these things, especially in our work for official agencies. It is our duty to act as advocates for the poor because there is no one advocating for them. Unless we help minorities to be articulate, to make their voices heard in the decision-making arena, we are helping contribute to the downfall of our cities. And we are pledged against that.

There is one other thing planners ought to be doing, and that is working to build a Negro-white coalition in our cities. Together we may stand a chance to move the nation. Separated and alone, with Black Power going one way and white liberals another, the forces of status quo will happily demolish the one and ignore the other.

How are we to bring this coalition about? For weeks after the March on Washington, I wore the button that symbolized that meeting. Every day I would meet some Negro on the street and we would stop and talk. That button showed my feeling of brotherhood and it was recognized and understood. We need something like this today, something which will tell a Negro, Puerto Rican, or Mexican who is on his side and who is not. Perhaps we need a new religion, or a brotherhood society, complete with a button the believer is permitted to wear only so long as he demonstrates that he is for equal opportunity in every situation. Then minorities could tell which whites they can trust, and we could establish such a coalition. Our PEO button is not the answer, but it is a sign of our willingness to stand up and be counted. We're for equal opportunity for Negroes and other minorities, and we want everyone to know we're fighting for it.

PLANNERS FOR EQUAL OPPORTUNITY

76 Reade Street • Room 202 New York, N. Y. 10007

10/3/67

To: Members of the Board of Governors, AIP

Following are positions adopted by the Policy Committee of Planners for Equal Opportunity which we request the Board of Governors of the American Institute of Planners adopt as official Institute policy. Most of these positions were first adopted by the participants in PEO's First Annual Conference held in December 1966. This conference, held in New York, was attended by 200 PEO members, planning students and grass roots leaders, mostly from cities along the Eastern Seaboard, but including people from the Midwest and California. We urgently request their consideration and adoption at your meeting Saturday, October 7, 1967.

For Planners for Equal Opportunity

Walter Thabit

Walter Thabit, President

The Vietnam War and Federal Budget

1. Position on the War in Vietnam: As planners and members of allied professions, we direct our skills toward the creation and improvement of man's life and his environmnet. We know the vast quantities of talent, materials and man-hours of labor needed to produce the housing, schools, hospitals, socail and welfare services and the rebuilding of towns and cities, both in the U.S. and throughout the world.

When we see so many of our resources - men and materials - used for destruction in Vietnam, with the danger of war being escalated to uncontrollable magnitude, we must join with our colleagues in the design and planning profession, legislators, members of the judiciary, scientists, educators, clergymen and others who have appealed for an immediate end to the conflict.

Already, the budgetary commitments inherent in the conduct of a war and resulting in the destruction of farms, villages, cities, systems of communication and productive resources of both North and South Vietnam have led to a reduction of spending for housing, health, education and welfare programs in the United States, the Veitnams, and elsewhere in the world.

We urge the government to turn its efforts to humanitarian purposes. We want it to help raise the yoke of poverty, illiteracy, and discrimination from minorities at home and subjugated peoples abroad. We want to see the money now being used for killing to be used for the reconstruction of cities both in the United States and in Vietnam, and for assistance in solving the problems of population explosion and urban expansion in vast parts of the world.

We earnestly urge that you declare an immediate cease-fire, even if that implies some risks. We further urge that negotiations be undertaken with the participation of all combatant forces, including the National Liberation Front and that the basis for these negotiations be the Geneva Agreement of 1954.

2. Position on the Freedom Budget: PEO endorses the general principals of the Freedom Budget developed by the A. Philip R ndolph Institute. The economic gaps between rich and poor and between whites and Negroes and other minorities is widening. Short of massive measures which will redistribute the nation's wealth, we will not close the gap in housing, health, education, employment and income. In line with this belief, we endorse the Freedom Budget.

3. Position on Defense Spending: PEO urges the Federal Government to re-evaluate budget priorities with a view toward reducing defense allocations and enlarging expenditures in cities and for the poor throughout the country.

4. PEO believes that our urban areas are in a state of crisis. This country has the resources and responsibility to mount an effective campaign against poverty, ignorance and discrimination. These goals can be attacked by transferring resources from the Vietnam war to domestic programs.

Housing Recommendations

1. A major and immediate effort should be made to expand the housing supply and improve the quality of environmental facilities available to the poor and minorities.

2. Public policy toward housing for the poor should be reformulated to transfer its control and management to residents.

3. In order to create metropolitan structures which provide equal opportunity for minority groups and the poor, public policy must ensure that there is adequate low-income housing related to employment centers throughout metropolitan areas.

Demonstration Cities

1. The resources presently allocated to or conceived for the Demonstration Cities program are totally inadequate. More money is needed to expand the supply of low-rent housing to be made available to residents of the affected communities; more money is needed to expand departmental staffs and neighborhood efforts to improve the community. More money is needed to extend the program throughout the areas of need in our cities.

2. An intrinsic part of Demonstration Cities programming must be the creation of significant numbers of jobs for local residents of target areas.

3. Sufficient low-rent housing and careful staging of improvement must be

provided to minimize the displacement of poor residents from Demonstration Cities neighborhoods and to increase the stability of such areas.

4. Greater emphasis on expanding housing opportunities for the poor must be built into the Demonstration Cities programs. A metropolitan-wide planning and renewal approach which expands housing opportunities for the poor in central cities, new towns and other suburbs must be built in the Demonstration Cities program.

Responsibilities of the Planner

1. That it be considered unethical conduct for a planner to prepare a planning document that does not evaluate the document's impact on minorities and the poor.

2. The planner must recognize his responsibility extends beyond agency to the persons who are directly affected by his plans and particularly those groups whose interests are most dependent on public policy - the poor and minority groups.

3. All government programs affecting the poor and minority groups should actively promote the cause of equal opportunity.

Advocate Planning Recommendations

1. PEO supports advocate planning whereby many groups and individuals develop plans to be submitted to public debate. Planners are urged to work as advocates of those unrepresented interests in the community.

2. While commitment of resources is the first step, it is not sufficient without a transfer of power. The poor and minority groups must have substantial control over plans and programs which affect their lives, if the problems of our cities are to be solved.

3. As a matter of public urban policy wherever programs are undertaken affecting minority groups and the poor, advocate planners should be provided to the affected groups.

HUD Practices

1. On Elimination of Discriminatory Practices in HUD: The Secretary of HUD should issue a public policy statement to the heads of all operating agencies and all public and private bodies that are benefited by Federal Government activities, declaring it to be the intent of the Department to promote agency practices which directly lead to or encourage equal opportunity in housing and to secure full compliance with the laws, orders and constitutional provisions requiring non-discrimination in all federally assisted programs. (Further, that the membership of PEO be encouraged to read How the Federal Government Builds Ghettoes, published by the National Committee Against Discrimination in Housing.)

OCT 67

Phila. Woman Asks $2 Billion Housing Aid to Poor

By EUGENE L. MEYER
Of The Bulletin Staff

Washington — Mrs. Cushing Dolbeare, managing director of the Philadelphia Housing Association, yesterday proposed a $2 billion annual program of direct grants as the only way to provide adequate housing to the poor.

Mrs. Dolbeare told planners meeting here, "Stop looking for gimmicks, easy and cheap solutions. This is the real key."

The plan calls for Government grants to low-income families equal to the difference between 20 percent of their income and the average cost of renting or buying adequate housing in any given area.

Inadequate Plans

"There is no program today that serves the poor, and none of the programs now being talked about is going to help the poor," she said. "We haven't been willing to accept the fact that housing costs more than low-income families can pay."

Present programs and new ones being discussed, she said, are incapable of aiding families with an annual income of $3,000 or less.

With direct housing grants, she said, "the family can decide where they want to live, whether to own or rent."

She added, "It's outrageous that we're not spending anything significant on urban housing. Current gimmicks are just serving to reinforce segregation."

No Progress

Under the grant program, developed by the PHA, the Federal Government would pay the individual or the landlord he designates.

Assessing Philadelphia's progress in housing, she said there is no more choice for the ghetto dweller than ten years ago, and supply is falling behind growing demand. "There have been a few meager little efforts against segregation but no real dents," she said.

Mrs. Dolbeare's remarks were made to Planners for Equal Opportunity, a splinter group of the American Institute of Planners, which is celebrating its 50th birthday this week with a conference on the next 50 years.

Split in Planners

PEO was formed by dissidents at AIP's Newark conference three years ago. Its workshops here have attracted nearly 200 persons, some of whom came to attend the AIP conference.

Both groups are holding sessions at the Shoreham Hotel here, with the AIP attracting about 2,500 planners from across the country. PEO claims national membership of 3,400.

The splinter group heard also from William Grigsby, University of Pennsylvania professor of city planning. He said low-cost housing is "not a resource but a political problem."

"I don't think ending the war in Vietnam is going to change the political climate," he added, "so as to pick up extra government services."

Ivory Perry, a Negro member of the St. Louis Model Cities Agency, said both housing and employment programs are needed. He said Federal guidelines often eliminate those who most need help.

Expressway Issue

Norman S. Berson, center city Philadelphia state representative, told the maverick planners they must become active in the political process. He said planning grants should include funds for neighborhood groups to employ their own planners.

Berson said of the proposed crosstown expressway, situated in his district, "Naturally, it's through a poor Negro neighborhood. They don't build roads anywhere else in Pennsylvania."

Thanks to neighborhood protests, he said, "It's now so politically unpopular, the city administration is afraid to introduce an ordinance because it won't pass."

War and Planning

Gunnar Mydral, author of the "American Dilemma," a classic study of American race relations, today told the AIP conference that the Vietnam war has "played havoc with national planning."

He said the war has pushed aside "new opportunities for real planning that we could have hoped for."

"The war has developed in a completely unplanned war," Mydrel said. He charged that the war has resulted in falsifictaion of our ideals and distortion of ends and means in our ntaional life.

G 11
The Evening Bulletin
PHILADELRHIA
Tuesday, October 3, 1967

War Foils Poverty Fight, Myrdal Tells Planners

By ROBERT J. LEWIS
Star Staff Writer

Gunnar Myrdal, the Swedish socioeconomist, told a national conference of planners here today the Vietnam war has deflated the poverty program.

"Under the influence of the large-scale American war in Vietnam, the air has gone out of the poverty program," Myrdal said.

Likewise, he asserted, the war has led to an "inflationary development" and has "played havoc with national planning."

The 68-year-old author of "The American Dilemma," a study of Negro relationships in the United States, was the latest conference speaker critical of the war at the 50th anniversary session of the American Institute of Planners.

Held Cabinet Post

Myrdal served on two separate occasions in the Swedish legislature's upper chamber in the 1930s and '40s, and was minister of trade and commerce in the Social-Democratic government between 1945 and 1947.

The convention opened yesterday before over 1,000 planners at the Shoreham Hotel.

Myrdal said many poverty policy actions in the United States were "rapidly improvised," were "spurious," and "not always well administered."

As for planning generally in this country, he said, "When I think of the metropolitan areas as total entities and the people living there as a part of the whole nation, it is less possible to feel that we have made much progress, except on a small scale and in individual cases."

Asks Major Rebuilding

To reverse what he called a worsening trend, a "tremendous construction and reconstruction problem" must be solved, he said.

"Indeed, the whole material frame of life has to be rebuilt, including houses, streets, parks and playgrounds, public buildings and facilities of all sorts."

Prof. John E. Burchard, of the University of California at Berkeley, yesterday called the war "our fiasco" in Asia.

"It is more important to save Cleveland than it is to save Saigon," he told over 1,000 applauding institute members.

At outdoor sessions on the Shoreham Terrace of a separate organization known as "Planners for Equal Opportunity" — some of whose members also belong to the AIP — a spokesman said an anti-Vietnam war petition would be circulated today. The group is meeting to urge more concern for urban ghetto problems upon the AIP.

McNamara Rapped

At a press conference, Program Chairman David Stoloff said the organization's anti-war stance was adopted by the group's 14-member policy committee "about a month ago."

Paul Davidoff, another PEO member who is director of Hunter College's urban planning graduate program, said the group's position was "left of center."

In other references yesterday to administration defense policy, Harold Taylor, former president of Sarah Lawrence College, ridiculed Defense Secretary Robert S. McNamara as a man "inhabited by demons" who is writing "the scenario for the future of the world."

Last night, another conference speaker, Carl Oglesby—described in the conference program as an activitist who "wanders nomadically from campus to ghetto to help build a force for radical change in America"—told the group the Vietnam war is "pointless."

In a paper prepared for the conference, the bearded Oglesby, former president of Students for a Democratic Society, said, "If nothing else, the coming election year will probably force Johnson to change the game."

THE EVENING STAR
Washington, D. C.
Tuesday, October 3, 1967

Rebel Planners Ask Fair Deal for Ghetto

By Wolf Von Eckardt
Washington Post Staff Writer

While learned scholars droned on in the ballroom of the Shoreham Hotel yesterday about beauty and humanity in the city of the future, a rebellious group of young city planners set up a rival workshop on the hotel's terrace to discuss equal opportunity for the people in the ghetto.

The occasion was the opening day of the week-long 50th anniversary celebration of the American Institute of Planners, devoted to a talk-fest on "the next 50 years."

No less than 14 speakers began the festivities with discussions about the role of art, spirit, science, technology and administration, as well as such esoteric things as "the what-ness of final output."

The rebels, meanwhile, forced to move out into the autumn sunshine because their original meeting place in a hotel suite was soon dangerously crowded, demanded a voice of the poor in city planning, an end to discrimination and the building of new communities rather than the sprucing up of old ghettos.

Calling themselves "Planners for Equal Opportunity," or PEO, the rebels are disillusioned with urban renewal and model cities.

The group calls for "advocate planning," which means providing neighborhood groups with expert planning counsel to counter government renewal proposals. PEO members in various cities have already volunteered such service.

New communities are needed, according to James O. Gibson of the Potomac Institute and a Washington PEO leader, as the only way to end discrimination against poor Negro sections of the city and to bring housing and jobs together. The new communities outside the city should be racially and economically balanced and include industry as well as housing, he said.

Suburban Jobs Available

The jobs needed to end poverty, Gibson said, are no longer in the city but in the suburbs. Suburban industries often work below capacity for lack of manpower.

New York City, he cited by way of an example, lost 600,000 blue-collar jobs in the last 14 years, while a million non-whites in search of jobs moved into the city during the same period.

The rebel group of mostly soft-spoken, clean-shaven and savvy young planners who appear to prefer cold facts to hot slogans, also believe that the urban crisis is more burning than the war in Vietnam. The group was founded in New York three years ago by Walter Thabit, its president, and has chapters in Philadelphia, Boston and San Francisco.

Yesterday's workshop, claims Paul Davidoff, another PEO leader, boosted the membership from 300 to 400.

"We are too old to belong to the New Left," said one member. "The issue is not 'black power' or integration but to create equal opportunities for all," said another.

Many PEO members are also members of AIP, the official organization, and work for government agencies. A few planners seemed hesitant yesteray to put on an Equal Opportunity button for fear it might lessen their own opportunity for government work. Robert C. Wood, the under secretary of the Department of Housing and Urban Development, however accepted a button.

AIP frowns on rival meetings in its convention hotel but no one made any attempt to interfere with the outdoor workshop debates PEO leaders, working without staff or funds, said they went into debt to pay for their hotel suite and exhibit.

'Now Town' Tour

While the official convention will conduct a New Town tour to Reston and Columbia on Wednesday, the rebels will conduct a "Now Town" tour through the Shaw and Adams-Morgan area and Anacostia in Washington.

Meanwhile, back in the ballroom, Postmaster General Lawrence F. O'Brien unveiled a new 5-cent postage stamp for the occasion. It shows a model of an elegant downtown business district and the inscription "plan for better cities."

That, said O'Brien in effect, was exactly what the Johnson Administration was in favor of doing.

What planners are up against was vividly illustrated by an exhibit "Signals in the Environment," put up by the Public Health Service and HUD. Among other displays to illustrate the effect of pollution on the human mind and spirit, it lets you sniff an authentic sample of Los Angeles smog on a sunny day. It is nauseating.

Yet, said Under Secretary Wood, there aren't enough planners to man "the front line of the struggle to guide the catastrophic forces shaping the American city."

While more than 11,000 planning positions must be filled in the next five years, he explained, planning schools are producing only 450 graduates a year.

City Planners Told Whites of U.S. Make War on Blacks

WASHINGTON — White America is engaged in "a war against the Negro," city planners conferring here were told recently.

"WE ARE preparing to go to war against the Negro. From the quietness of the suburbs comes the cry to kill, to wipe out, to make war on the Negro," Walter Thabit, president of Planners for Equal Opportunity, said in a keynote address.

Planners for Equal Opportunity is holding a counter conference to the anniversary meeting of the American Institute of Planners in an effort to align itself with the drive for equal opportunity among Negroes.

Thabit said the older and larger AIP should be called upon to support the aspiration of Negroes and to condemn the war in Viet Nam.

Instead of visiting the new town of Reston, Thabit said the AIP should "make the nation familiar with the slums of Washington. Isn't it time to see the hovels, talk to the people."

THE AIP should be urged to call for 300,000 more units of public housing over the next 10 years, federally financed new towns in metropolitan areas, "a dozen brand new big cities for rich and poor," Federal aid for free rapid transit systems and automatic Federal allowances for child support.

Indicating that the white war on blacks may have gone too far, Thabit stated that some Negroes are "armed," they have worked out strategies, they are preparing for the fire the next time.

"Their numbers are growing, their abilities increasing, their forays more frequent. The police are already incapable of handling the situation. More and more Negroes are supporting the riots; the whole situation is escalating."

MUHAMMAD SPEAKS

OCTOBER 20, 1967

N.Y. Times Oct. 3 '67

Cities Getting Full Hearing in Capital

By ADA LOUISE HUXTABLE

Concern with the urban condition has reached a saturation point in Washington this week.

A group of 2,400 city planners and allied professionals, including a delegation of 100 members from the Town Planning Institute of London, are meeting at the Shoreham Hotel through Friday at the American Institute of Planners' 50th anniversary convention. Their theme is the next 50 years of planning, or "the future environment of a democracy."

A splinter group of young professionals called Planners for Equal Opportunity is staging through Wednesday a kind of vest pocket "counter-convention" in the hotel, called "Planning: Black and White: Today." The group has about 230 members.

The Institute of Planners' New Towns Tour of the Washington area will be paralleled by a Planners for Equal Opportunity Now Towns Tour of Washington slums.

The off-shoot meeting, which is causing some unhappiness among the parent planners, is billed as "a call to the profession to end racial discrimination, the war in Vietnam, and give decision-making power to the poor and minority groups."

House Investigation

At the same time, the Subcommittee on Urban Affairs of the Senate and House Joint Economic Committee, headed by Representative Richard Bolling, Democrat of Missouri, is holding a continuation of hearings on "Urban America: Goals and Problems."

The hearings, also through Wednesday, will complete the first phase of a long-range Congressional investigation of the urban crisis.

The subcommittee hearings are at the Capitol. Planners for Equal Opportunity has its headquarters in a hotel room. The sessions of the Institute of Planners overflow the grand ballroom, where brilliant embroidered and patchwork banners commissioned from Norman la Liberté, the artist, cover the walls, eclipsing conventional crystal and brocade.

Behind the podium, as part of a group featuring birds, butterflies, stars, moons, mermaids and lions, one banner reads, "The best of everything is what I want for everyone but it costs millions."

The items look as if they might have been made by flower children, but they were stitched up by Mr. la Liberté's students at Newton College in Massachusetts.

A group of the colorful banners scheduled for the Rock Creek Park Bridge at the entrance to the Institute of Planners' convention area was vetoed by a recently changed District Commission as "childish."

The opening session this morning was keynoted by Bertrand de Jouvenel, the economist and political philosopher, who edits a journal of writings about the future. Mr. de Jouvenel, an impeccable French intellectual, with silver hair and goatee and starched white collar and cuffs, plunged right back into the 19th century in a discussion of short-term objective.

The broad roles of art, spirit and science in the environment were treated by Dr. Harold Taylor, art educator and former president of Sarah Lawrence College; Joseph Sittler, a theologian of the Divinity School of the University of Chicago; John R. Platt, biophysicist, and Ralph G. H. Siu, chemist. The session was led by Charles Blessing, director of Detroit's Planning Commission.

The afternoon meeting dealt, equally broadly, with the culture of American cities. Papers were given by Carl Feiss, a pioneer American city planner; John Burchard, educator and urban historian, and Robert C. Wood, Under Secretary of the Department of Housing and Urban Development.

The Planners for Equal Opportunity rebels moved their workshops to the hotel's rose garden terrace. The balmy sunshine brought the Institute of Planners' young in heart out of the ballroom to swell the revolution to about 200.

"We are the wayward children of the planners," one clear-faced young woman explained. "We range from liberal to radical. We want to reform our elders." Many are members of the institute.

"It's a grass-roots movement," noted an English visitor. "We've had it in Britain. They want to join citizenship participation to political action in the planning process."

In the ballroom, Mr. Wood observed in apparent harmony: "The basic decisions will be made in the political arena. We need involvement in the political process."

Later in the week specific programs and policies will be discussed. There will be panels on housing, transportation, resources, technology, and the problems of minorities.

Speakers will include Bayard Rustin, civil rights leader; Robert M. Hutchins, president of Center for the Study of Democratic Institutions; Charles Abrams, housing authority; Colin Buchanan, British transportation expert; Lyle C. Fitch, president of the Institute of Public Administration; Orville L. Freeman, Secretary of Agriculture; August Heckscher, New York City parks commissioner, and Gunnar Myrdal, Swedish sociologist.

Hard-Headed Individualists Needed, Planners Are Told

By ROBERT J. LEWIS
Star Staff Writer

August Heckscher, New York's parks and cultural administrator, believes the future may depend on a new rise of individualism.

But the individualist he has in mind, he told a conference of the American Institute of Planners at the Shoreham Hotel here yesterday, is far different from the "rugged individualist" of the 1930s.

Instead of the "wreckers of all our hopes for reform"—as he viewed individualists of that era, he said—the modern individualist is "appealing, and he carries what hope there is for a habitable and human" world.

Such a man is a hard-headed, realistic fellow, said Heckscher, who doesn't like to hear a lot of talk from politicians about such things as patriotism.

"He tends to reject the political candidate who appeals to group emotions under such vague headings as patriotism, Americanism and so forth," he said.

Considering the way the world is going, Heckscher told the AIP's 50th-year session, the individualist is up against a "menacing" society and the odds appear to be all against him, what with machines, computers and other technological progress vying to rob man of his dignity.

Nothwithstanding all this, said Heckscher, individualism seems to be holding its own or gaining, perhaps.

Another conference speaker, David T. Bazelon, a New York lawyer and writer, said technology is not changing society, but "destroying" it.

"What we are doing here in the United States is so wrong that it is nearly obscene. All we ever really accomplished was to build this superb productive machine, and now we spend all day telling everybody —and especially ourselves—that this is all there is to life."

At sessions last night in the neighboring Sheraton-Park Hotel, a smaller, rival organization called Planners for Equal Opportunity circulated an anti-Vietnam war petition and voted to request AIP to require its members to base their recommendations "on a conscious and deliberate effort to provide maximum benefit to Negroes, to other minority groups and to the poor."

Rep. John Conyers Jr., D-Mich., said 40 percent of Negro citizens are "underemployed," including those who have given up looking for work after what he said were rebuffs. He said the government should take steps to bring about "full employment."

Chester Hartman, assistant professor of city planning at Harvard University, said that he did not favor the organization using as an argument against the Vietnam war any claim that the war was damaging domestic programs.

But, he said, "if that's the only level you can reach people with, then that argument can be used."

Wash. Eve. Star Oct 4 '67

The Evening Bulletin
PHILADELPHIA
Wednesday, October 4, 1967

Planners Told To Do More For the Poor

By EUGENE L. MEYER
Of The Bulletin Staff

Washington—A group of maverick planners last night urged the American Instiute of Planners to adopt a multi-pronged resolution to meet the needs of urban minorities.

Calling themselves Planners for Equal Opportunity, the splinter group passed by an overwhelming vote a resolution urging the AIP, meeting here on its 50th birthday, to:

—"Provide planners to serve as advocates for the poor and minority groups to aid them in identifying and articulating their needs and achieving their goals;

—"Encourage close liaison with the poor and minority groups and representatives and organizations selected by them in order to determine their needs;

—"Expedite the entrance of members of minority groups into the planning profession and report annually on its progress;

—"Recognize only those professional planning schools which include in their curricula field experience with citizen groups."

Dissidents Convene

While most of the 2,500 planners attended AIP's "Futurists Fete" dance in the Shoreham Hotel's Regency Ballroom, the dissidents convened at the nearby Sheraton Park.

For two hours, they haggled over wording and strategy, finally deciding to ask the AIP session to take up the resolution.

The rebels also were circulating a petition, for presentation Saturday to AIP's Board of Governors, asking the AIP to oppose the Vietnam war and urge an immediate cease-fire.

The PEO is holding sessions parallel with those of AIP, according to PEO President Walter Thabit, "to protest the indifference of AIP" on poverty and the Vietnam war as related to planning. The group, which claims 400 members, was formed three years ago at AIP's Newark conference.

Wash. Eve Star Oct 5, 67

Planners Hear Dissidents Blast Government Programs

By ROBERT J. LEWIS
Star Staff Writer

A New York-based dissident group of planners today succeeded in gaining the floor at a national planning conference here for an attack on existing government programs.

The rebels are largely in their early 30s.

Rival Bus Tours

AIP was sponsoring bus tours today of Reston, Va., and Columbia, Md., new planned communities geared largely to upper-income whites; PEO sponsored a rival tour through Washington's ghetto areas.

Thabit declared: "Is it really the time for AIP to visit all-white Reston or is it time to visit the ghettos?

"We are preparing to go to war against the Negro. From the lushness of suburbia to the rottenness of the Southern rural slum comes the cry to kill, to wipe out, to make war on the Negro . . . This is how the nation is responding to our cities' problems . . .

"Everyone who wants to improve housing, etc., is suspect as an enemy of the state. We should be proud of it."

Thabit called for construction of 300,000 public housing units annually for ten years; a dozen new cities for the poor and rich under the Federal Government's direction; free rapid transit systems; and automatic federal allowances for child support.

Vietnam War Assailed

The PEO rebels applauded the remark of Rep. John Conyers, Jr. (D-Mich), a Negro, that the Vietnam war is "the biggest, largest, single most detrimental factor to getting America domestically on the high road."

[The 38-year-old Detroit congressman, asked in an interview to comment on Michigan Gov. George Romney's tour of urban ghettos, said: "Romney is the dumbest guy who ever tried to run for President."

Earlier, AIP's afternoon session considered the future role of the individual. August Heckscher, New York City recreation commissioner, defended youth "who can make a case for the absurdity of technology and affluence and may be ever more effective in making war seem an outmoded method of dealing with international problems."

The criticism came in a sharply-worded resolution presented the Planners for Equal Opportunity.

The group two nights ago discussed picketing as a means to force the 50th year American Institute of Planners national conference to consider the document, which PEO had adopted Tuesday.

But today PEO leaders found picketing was unnecessary. AIP officials voluntarily agreed to the presentation, reportedly after the aid of several clergymen had been enlisted by the dissident group.

'Cry for Power'

Before reading the resolution to the convention, Irving Rubin, a PEO representative from Detroit, told delegates at the session in the Shoreham Hotel:

"Another pie must be cut in this country, and that is the power pie. The message of the riots was a cry for economic and political power."

The resolution Rubin read declared millions of Americans are "being subjected to physical and psychological brutality and humiliation" largely because of discrimination and are "victims of private, semi-public and governmental bureaucracy whose policies and procedures have the effect, and frequently the intent, of perpetuating oppression and inequality."

On Edge of 'Revolution'

The resolution said recent rioting brought "the cities of our nation to the threshold of revolution" and called on planners to "plan with people affected and for their benefit rather than to perpetuate an oppressive discriminatory system."

To allow the resolution's presentation, Martin Meyerson, president of the New York State University at Buffalo, who was presiding, interrupted a program and said that Bayard Rustin, a national Negro leader and one of the speakers, had surrendered part of his time to make the presentation possible.

Later Meyerson said he understood PEO did not wish to require immediate consideration, since today's meeting was not a plenary session but he referred to it as a "clear base mark" for the Institute.

Yesterday more than 1,200 planning officials toured Reston, Va., and Columbia, Md.

Planners indicated they were impressed, in varying degrees, by the "new towns," particularly, as to their scope and daring.

They posed questions dealing with, among other things, the availability of police and fire protection and health facilities, including hospitals.

Last night, AIP delegates heard Pierre Bertaux, University of Paris professor of German Literature and Civilization, assert that man is changing rapidly from generation to generation, as "evolution continues."

Social pressures today, Bertaux said, tend to enforce togetherness.

At a ceremony last night, a number of planners and others allied with the field, plus several organizations and the city of Philadelphia received citations.

Among those cited were Harland Bartholomew, former chairman of the National Capital Planning Commission and one of the two living members who founded AIP 50 years ago.

Units Agree on Ghetto Plan

Wash. Post Oct. 8

The Board of Governors of the American Institute of Planners agreed with the Planners of Equal Opportunity yesterday that professional city planners must give greater consideration to the needs and wishes of minority groups.

PEO had staged rival meetings on ghetto problems during last week's AIP conference at the Shoreham Hotel here. The rival meetings produced a number of resolutions urging "planning advocates" for the people in urban renewal areas, admission of more Negroes to planning schools and a requirement that planners have practical field experience as part of their training.

The AIP governors considered these resolution with PEO representatives for several hours and moved to take speedy action on them.

City Planners Tour Two Washingtons

By Robert Maynard
Washington Post Staff Writer

Washington is a promising area or it's rotten at its core, depending on which city planning group you talk to.

A radical group of city planners, Planners for Equal Opportunity walked through the slums of Washington yesterday on a "Now Towns" tour that contrasted with the American Institute of Planners' New Towns tour of Reston and Columbia.

The dissident planners concluded that Washington is "politically and humanly stagnant, frozen into a sea of smog and traffic, helpless in the grip of malaise. . . ."

The American Institute of Planners, holding its 50th anniversary meeting here this week, was pleased by the version of urbanism they beheld.

"It is high time we started building such handsome and livable communities back home," one of them said, expressing what appeared to be a consensus.

The younger Planners for Equal Opportunity walked the grimy and depressing streets of the Shaw renewal area, the Northwest One renewal area, Anacostia and Adams-Morgan.

They talked to residents who told them they were being displaced for construction for which they were not eligible or which they could not afford.

The Equal Opportunity group, which seeks to align the planning profession with the aspirations of the poor and minority groups, has been holding a conference on what it considers to be the crucial problems with which the profession should be be concerned.

It called on the AIP to repudiate the National Planning Commission's comprehensive plan for Washington and to urge that funds now earmarked for freeway construction be used instead for housing.

About 100 Equal Opportunity planners toured the slums, while 1000 AIP planners toured Reston and Columbia.

William Finley, designer of Columbia, where construction began during the summer, explained that new towns are designed to absorb urban "population overspill" and to achieve a "democratic balance" by offering many types and styles of houses at varying prices.

Houses in Columbia range from $19,500 to $50,000 and apartment rents begin at $135 monthly. Reston's price ranges are a little higher.

Joseph Gross, a community organizer for the Urban League in the Northwest One renewal area, told a group of dissident planners about problems residents have been having with Redevelopment Land Agency.

The key problem, Gross said, is that the area's renewal was not planned with the residents of the community.

As a result, he said, families were displaced long before RLA had a use for the land on which their homes had been.

The "Now Towns" tour ended the dissident planners' convention. AIP will meet today and Friday.

Thursday, Oct. 5, 1967 THE WASHINGTON POST

N.Y. Times Oct. 6 '67

HOPE FOR THE POOR URGED BY RUSTIN

He Tells Planners the Nation Has Encouraged Riots

By ADA LOUISE HUXTABLE
Special to The New York Times

WASHINGTON, Oct. 5—Bayard Rustin told more than 2,000 of the nation's planners here today that they would be in serious trouble unless they took into consideration the will and advice of those for whom they planned.

The civil rights leader admonished, however, that no plan could be put into operation in the present political atmosphere.

"The system of seniority in Congress brutalizes black men, but it also brutalizes our whole society," Mr. Rustin said at this morning's session of the week-long meeting of the American Institute of Planners.

"There is no party of the left, no party for change," he said. "Neither Democrats nor Republicans can mobilize and utilize sentiments for change."

"Without moral and political commitment," he told the planners, "our society will be torn asunder."

Mr. Rustin, the executive director of the A. Philip Randolph Institute, said that riots were a failure of a democratic society "which has robbed the poor of hope." "Man cannot endure hardship without hope," he added.

Seeks "Hope" for Workers

"This nation is teaching the poor that they ought to riot lest they get nothing," he said. Of the poor, he said: "Tell them [Government officials] in the spring you're going to riot in the summer and they vote money."

"They will give carrot victories up to Point X," he warned, "and at Point X plus 1, there will be repression and backlash."

"I have spoken against riots," he said, "but they are as nothing compared with this society's inability to move. Unless we give the underclass hope and bring it into the working class, it will be more destructive to itself than to anyone."

Mr. Rustin suggested that this would have to be done by a coalition of labor, civil rights and other groups within the Democratic party.

Mr. Rustin spoke to an attentive audience about the necessity of planning on a national scale. The session was titled, "The Urgent and the Important."

"We in America reject planning," he said. "We believe in democratic socialization for the rich and rugged individualism for the poor."

Addresses Dissident Group

"We must reorder priorities," he continued. "It is not more important to go to the moon than to do something about Harlem. We must have full employment, and the Government must be the employer of last resort. I am only for a guaranteed income for those too young, too old or too sick to work. We must put the unemployed back to work."

"We must give people the impression that we are listening to them as real people," he stressed, "and that we accept them as real people, black or white."

Mr. Rustin gave part of his speaking time to the Planners for Equal Opportunity a splinter group of the American Institute of Planners. The splinter group is composed of about 250 young people, mostly whites, who ally themselves with the needs of minorities and the poor. The group had no official place on the program.

Resolutions passed by the dissident group were read to the audience. They will be considered for official endorsement by the American Institute of Planners on Saturday.

Strongly worded, they score "the failures of American democracy to provide equality of opportunity to all Americans, bringing the cities of our nation to the threshold of revolution." The resolution urged the American Institute of Planners to take specific actions.

Among the proposals were a study of Federal and other planning programs in the light of their effect on poor and minority groups and a policy of "advocacy planning." Advocacy planning is a movement gaining rapid momentum within the profession, parjticularly in younger circles, based on the idea of planners serving as "advocates" for the wants and needs of the poor and working in close liaison with them.

Other speakers in the morning session were Sebastian de Grazia of Rutgers University, on free time and leisure; Robert M. Hutchins, prejsident of the Center for the Study of Democratic Institutions, on education; and William H. Stewart, Surgeon General for the United States Public Health Service, on health.

The afternoon program had concurrent sessions on housing, transportation and urban form. The convention will continue at the Shoreham Hotel through tomorrow.

Because of a severe and steadily worsening shortage of planners, recruitment by cities and private companies has become as important an activity of the convention as the professional sessions.

Notices are posted, literature is distributed and suites are maintained in aggressive campaigns known to the planners as a flourishing "slave market."

The New York Times

THE NEW YORK TIMES,

WEDNESDAY, FEBRUARY 21, 1968

A Brake to the Bulldozer

The United States Court of Appeals for the District of Columbia in a decision of far-reaching significance has ordered a halt to all planning and construction of $182-million worth of bridge and highway construction in the nation's capital.

The court's unanimous opinion turns on the procedural question of the District of Columbia Government's failure to comply with a statute requiring public hearings before approval of highway projects.

But as often happens in the law, a procedural question really opens up the heart of the matter. If Washington's local government had had to consult local opinion and take it seriously it would have almost certainly rejected this highway master plan which would slash through existing neighborhoods, destroying homes and businesses and radically altering the face of the city.

The struggle over the Washington highway plan has become a controversy of national significance because the leaders of the highway construction industry and their allies, the automobile, truck, tire, cement and construction equipment companies, and certain of the labor unions, have viewed it as the Dienbienphu of the long guerrilla war between themselves and the anti-freeway forces.

It has long been an open secret in Washington how the highway planners settled upon the location of the North Central Freeway, a major component of this master plan. This freeway would have run twelve lanes wide through neighborhoods that are mostly low-income or Negro or both. Most of the traffic from the suburbs that this freeway would carry, however, really wants to reach the predominantly white northwest corner of the city. But since white citizens did not want twelve lanes barreling through Georgetown and adjacent neighborhoods, they successfully fought to keep it out, and the route ended up being pushed eastward to poorer Negro neighborhoods.

Secretary of Transportation Alan Boyd late last year courageously unmasked the ugly issues of class that underlie this quarrel over route selection when he provisionally vetoed the Three Sisters Bridge, another element of the plan. The Court of Appeals has now, in effect, confirmed his judgment, and delivered a deserved rebuke to the pressure tactics of the highway lobby and its Congressional errand boys, led in this instance by Representative William Natcher of Kentucky.

The decision may set a pattern not only for the capital but for the nation. The bulldozing of Negro and low-income white neighborhoods has to stop. A shift has to come in the use of Federal funds from scandalously expensive freeways—$25 million a mile in the District of Columbia—to more economical mass transit. And those freeways that are built have to conform to existing neighborhoods rather than divide or destroy them. Moving cars and trucks at sixty miles an hour is not the highest human value in the nation's cities.

Saturday Review

February 24, 1968

James M. Gavin and Arthur Hadley

The Crisis of the Cities: *The Battle We Can Win*

A former Army commander, now a prominent management consultant, outlines a bold strategy based on investment of Vietnam war funds on our most urgent domestic needs.

Lt. Gen. James M. Gavin, USA (Ret.), former senior U.S. Army planner and strategist and later U.S. Ambassador to France, is chairman of the board and chief executive of Arthur D. Little, Inc., management consultants in Cambridge, Massachusetts. This article is a preview of his book *Crisis Now*, written in collaboration with Arthur Hadley, to be published by Random House.

DOMESTICALLY, America has begun a new revolution. I use the word "revolution" precisely and not just as a figure of speech. Unless we realize the size and nature of our problem, any answers we make will be too little and too late—and, indeed, quite irrelevant. Violence will increase, and the overall breakdown of our national life will follow as a scientific certainty.

The environment in which more than 80 per cent of Americans live is the great city complexes sprawled across the nation. We face this environment and attempt to deal with it bewildered, confused, whipsawed by the Scientific Revolution. We have the newest tools of science in our hands. We have masses of information available about what we should or should not do. We have inventions, machines, experts, statistics, calculators. Yet the environment in which we live, instead of becoming more and more responsive to our wills, swings and jumps in alarming patterns that seem quite beyond our abilities to control. There is a reason for this. And that reason is basic to the understanding of our domestic crisis. But, unfortunately, the concept is one that many have found hard to grasp.

* * * *

We spray pesticide and the birds vanish; we build a superhighway and start a riot; we extend charity and break up families; we pass a law to renew our cities and spill slums over the land. Each action we take alters the total system in ways we do not understand and makes the next crash program more immediately necessary and more ultimately hazardous.

* * * *

I wish there were some eloquence I could use, some fact I could cite, some verbal Pearl Harbor I could deploy, so that all Americans would rise and say: "That is true. I personally must do something about it." The riots in Watts and Detroit are there for all to look at. A recent report to President Johnson by a White House-appointed board of experts opened with the words: "You are the last President to have the option of governing one nation." I would not be that definite. But I do not believe that the report—at this writing, unreleased—exaggerates by much.

* * * *

Inside this underculture of the poor—20,000,000 people, white and black—the goals and aspirations of American society appear as one vast fraud. Each act of discrimination, each act of violence, each magic program that remains unfunded drives them tighter into their world. A new superhighway is to be built; immediately all the neighborhoods with power in city politics lobby to make certain the highway does not disrupt their lives. In the end, the highway goes through the ghetto, where the residents have no political punch. This recently happened in Washington, D.C., where Congressmen shifted a planned federal highway from the northwest—where most of them live—to the northeast, where the residents are mostly black and in poverty. Too often, "improvements" have been merely words spoken by the dominant society to keep "them" quiet. Until the riots, there was no office of the U.S. Employment Service in Watts. New York City has been much "improved." But there is still no shopping center or cultural center in Bedford-Stuyvesant, an area containing some 400,000 people.

* * * *

Historically, we have been at our best on the frontier or in time of peril. The hydra-headed problems of poverty, discrimination, and urban decay are certainly the greatest challenge we have yet faced. But let those who, appalled by the size of our present crisis, count us out, remember our moments of defiance and triumph in the past. For we, too, have not yet begun to fight.

EMERGENCY COMMITTEE ON THE TRANSPORTATION CRISIS,
the action-coordinating committee of organizations
fighting against freeways and for rapid mass transit. | phone LA 9-0003

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United States of America

Congressional Record

PROCEEDINGS AND DEBATES OF THE 90th CONGRESS, SECOND SESSION

The Court Says the District of Columbia Freeway Program Is Unlawful

REMARKS

OF

HON. WILLIAM L. DAWSON

OF ILLINOIS

IN THE HOUSE OF REPRESENTATIVES

Monday, February 26, 1968

Mr. DAWSON. Mr. Speaker, on February 15, 1968, the U.S. Court of Appeals for the District of Columbia Circuit issued a very important opinion concerning the District of Columbia freeway program.

The court ruled that the District government did not comply with title 7 of the District of Columbia Code in planning four freeway projects; namely, the North Central Freeway, the east leg of the inner loop, the Three Sisters Bridge, and the Missouri Avenue Expressway. The court also said that the congressional appropriation of funds to the District government for highway construction did not ratify this illegal action. The court also ruled that the District's laws regulating the planning and building of highways were not set aside by the Federal Aid Highway Acts.

The court of appeals recognized that the provisions of title 7 requiring preparation of detailed maps and public hearings "are designed to protect property rights by insuring that the highway plans are evolved democratically rather than arbitrarily." These procedures are necessary to permit residents of the District to participate fully in planning highways which vitally affect them.

Two and a half years ago, when this House was considering a bill—H.R. 11487, 89th Congress—to provide additional borrowing authority to pay for these four projects, among others, several of us, including myself, pointed out that those freeway projects were without legal authority. We said, in our minority views, that—

The only discretionary authority given . . . to lay out new highways in the District of Columbia is that contained in the act of 1893, as amended, authorizing a plan for the permanent system of Highways in the District of Columbia. However, the District Commissioners have often ignored the procedures for changes in that plan. (H. Rept. 1135, 89th Cong., p. 24).

The court's opinion concurred with our views.

We also urged that—

Any large public works program must be concerned primarily with people, their needs and their wants.

And we said that the District government's proposed freeway program is "shocking and arrogant in its disregard of the public interest"—House Report No. 1135, at page 22.

The opinion of the court of appeals cited our view that the freeway plans were ruining "the Nation's Capital as a place to inhabit and enjoy"—House Report No. 1135 at page 23; opinion, footnote 21. I hope that the new officials in the District government will take this occasion to plan a highway program that is responsive to the needs and wants of people in the District.

Because the court of appeals' opinion is of great interest to the Congress and the public, I include the full text of the court's opinion at this point in the RECORD:

[From the U.S. Court of Appeals for the District of Columbia Circuit, No. 21416]

D.C. FEDERATION OF CIVIC ASSOCIATIONS, INC., ET AL., APPELLANTS *v.* THOMAS F. AIRIS, AS DIRECTOR OF THE DISTRICT OF COLUMBIA DEPARTMENT OF HIGHWAYS AND TRAFFIC, ET AL., APPELLEES

Appeal from the United States District Court for the District of Columbia.

Decided February 15, 1966.

Messrs. Roberts B. Owen and *Gerald P. Norton* for appellants.

Mr. John P. Hess, Assistant Corporation Counsel for the District of Columbia, with whom *Messrs. Charles T. Duncan,* Corporation Counsel, *Hubert B. Pair,* Principal Assistant Corporation Counsel, and *Richard W. Barton,* Assistant Corporation Counsel, were on the brief, for appellee Airis.

Mr. Edward B. Clark, Attorney, Department of Justice, with whom *Messrs. S. Billingsley Hill* and *Thomas L. McKevitt,* Attorneys, Department of Justice, were on the brief, for appellee National Capital Planning Commission, et al. *Acting Assistant Attorney General Williams* and *Mr. Roger P. Marquis,* Attorney, Department of Justice, also entered appearances for appellee National Capital Planning Commission, et al.

Before BAZELON, *Chief Judge,* and WRIGHT and TAMM, *Circuit Judges.*

No. 21416—D.C. Federation of Civic Association, et al. v. Airis, Director, D.C. Department of Highways and Traffic, et al.

PER CURIAM: The primary question presented on appeal in this declaratory judgment and injunction action is whether the District of Columbia official responsible for the planning and construction of highway projects in the District have been authorized by Congress to disregard the requirements of Title 7 of the D.C. Code, particularly §§ 7–108 to 7–115, in the planning and construction of four links of the proposed District of Columbia freeway system. We find that they have not and reverse the District Court judgment denying injuction relief. In view of this disposition it is unnecessary to reach other issues raised on this appeal.

The appellants [1] have sued the Director of the Department of Highway and Traffic of the District of Columbia, the District of Columbia, the Commissioners of the District of Columbia, the members of the National Capital Planning Commission, the Federal Highway Administrator, and various other District and federal officials and agencies to enjoin the planning and construction of four highway projects known as the North Central Freeway,[2] the East Leg,[3] the Three Sisters Bridge,[4] and the Missouri Avenue Expressway.[5] Although it is not clear to what extent actual construction has begun on any

Footnotes at end of article.

of these projects, planning has gone on for some time, and land is being acquired for the North Central Freeway.

The plans for these freeway projects were initially developed by the District of Columbia Department of Highways and Traffic. The plans were then submitted to the National Capital Planning Commission, who eventually approved each of the challenged projects.[6] Shortly after being approved by the NCPC, each of the projects was approved by the Commissioners for the District of Columbia.[7] Some public hearings were held while the plans were being developed.[8]

I

Title 7 of the District of Columbia Code is entitled "Highways, Streets, Bridges" and the relevant portions of it provide as follows: Section 7–201 authorizes the Commissioners of the District of Columbia "to open, extend, or widen any street, avenue, road, or highway to conform with the plan of the permanent system of highways . . . adopted under sections 7–108 to 7–115." [9] Section 7–108 directs the Commissioners to prepare "a plan for the extension of a permanent system of highways," [10] and section 7–122 empowers the Commissioners to change this plan "whenever in their judgment the public interest requires it." [11] The basic procedure for adopting the initial plan and for adopting changes in the plan is set out in section 7–109.[12] The District Commissioners are directed to prepare a map which shows the boundaries, dimensions, and square-footage of all planned streets and highways; to hold a public hearing for the benefit of landowners within the right of ways of the planned highways after giving notice of the hearing for 14 consecutive days; [13] to submit the plan to the National Capital Planning Commission, which is empowered to "make such alterations . . . as it shall deem advisable;" and to record the plan with the surveyor of the District of Columbia after the plan has received the written approval of the NCPC.[14]

The basic planning procedure highlighted above was enacted as part of the Act of March 2, 1893,[15] which was intended "to provide a permanent system of highways in that part of the District of Columbia lying outside the boundaries of the former cities of Georgetown and Washington." [16] By way of a rider to the 1913 District Appropriations Act, this planning procedure was adopted as the procedure for changing the street and highway plans for "any portion of the District of Columbia." [17] Another rider to the same Appropriations Act gave the Commissioners power to open and widen new streets and highways which conform to the plans so developed.[18] Thus, following the 1913 Appropriations Act, the District Commissioners were empowered to plan and open highways throughout the District, provided the plans were developed in accordance with the procedure now laid out in Title 7 and the highways built in accordance with the plans. This wide power to plan and build highways is the only general authorization the District Government has to build highways.

Footnotes at end of article.

II

The District appellees concede that they have not complied with the procedural requirements of Title 7 but contend that these requirements are not applicable to the challenged freeway projects. To support that contention the appellees rely principally on the argument that Congress has authorized the construction of these freeway projects in disregard of the provisions of Title 7 by regularly appropriating funds to the District for highway construction with full realization that some of these funds would be used for the development of freeways. This argument is without merit.

None of the recent appropriation acts have mentioned by name the challenged projects nor have they contained any provisions relating generally to the District Commissioners' power to plan and build highways.[19] Thus, the lump-sum appropriations for street and highway contsurction did not expressly authorize the construction of these freeway projects. And as the appropriation of money to the District Commissioners for highway construction is entirely consistent with the provisions of Title 7, the appropriation acts cannot be seen to repeal implicitly Title 7 limitations. See *Maiatico* v. *United States,* 112 App. D.C. 295, 800–01, 302 F.2d 880, 885–86, (1962). *Cf. United States* v. *Borden,* 308 U.S. 198–99 (1937); *Ritholz* v. *March,* 70 App. D.C. 283, 284–85, 105 F.2d 937, 938–39 (1939).

Furthermore, it cannot be said that the appropriation acts ratified the administrative action contrary to Title 7. Obviously, Congress cannot intend to ratify illegal action of which it is unaware. Therefore, where the ratification by appropriation argument has been accepted, courts have been careful to demonstrate factors attesting to Congress' specific knowledge of the disputed administrative action. See *Brooks* v. *Dewar,* 313 U.S. 354, 360–61 (1941); *Isbrandtsen-Moller Co.* v. *United States,* 300 U.S. 139, 147–48 (1937); *Atchison, Topeka & Santa Fe Ry. Co.* v. *Summerfield,* 97 App. D.C. 203, 208, 229 F.2d 777, 782 (1956).[20]

In this case there is no evidence to suggest that the appropriations committee nor Congress as a whole was aware of the intention of District officials to plan and construct the freeway projects in disregard of basic Title 7 procedures.[21] General knowledge that the freeway projects were being planned or a general intention to advance the freeway system as a whole is insufficient to support the ratification by appropriation. See *Ex parte Endo,* 323 U.S. 283, 303 n. 24 (1944); *Maun* v. *United States,* 347 F.2d 970, 978, (9th Cir. 1965). In *Ex parte Endo* the Supreme Court, after recognizing the possibility of ratification by appropriation, commented:

"But the appropriation must plainly show a purpose to bestow the precise authority which is claimed. We can hardly deduce such a purpose here where a lump-sum appropriation was made for the overall program of the Authority and no sums were earmarked for the single phase of the total program which is here involved, Congress may support the effort to take care of these evacuees without ratifying every phase of the program. 313 U.S. at 303 n. 24."

Similarly, Congress may support a District of Columbia freeway program without intending to ratify actions in violation of parts of Title 7 of the District of Columbia Code. Obviously Congress, in appropriating funds, has a right to assume they will be expended according to law.

We also note that because appropriation acts generally apply to a limited period of time courts have been reluctant to hold that appropriation acts affect any substantive legislation whatsoever. See *United States* v. *Vulte,* 233 U.S. 509, 514–15 (1914); *Cella* v. *United States,* 208 F.2d 783, 790 (7th Cir. 1953); *NLRB* v. *Thompson Products,* 141 F.2d 794, 798–99 (9th Cir. 1944). This is especially true when the language of the appropriation act is general and contrary to specific statutes dealing with the precise area in dispute. See *Maiatico* v. *United States,* 112 App. D. C. 295, 300–01, 302 F.2d 880, 885–86 (1962). In sum, ratification by appropriation is not favored and will not be accepted where prior knowledge of the specific disputed action cannot be demonstrated clearly.

III

The District appellees also contend that the Federal-Aid Highway Acts provided authority for proceeding with the challenged freeway projects without regard for Title 7 because the acts permit the District to participate for Federal-Aid. This contention also is without merit. The primary purpose of the Federal-Aid Highway Acts is to stimulate and accelerate the construction of the federal-aid highway systems by offering federal aid to state and local bodies who construct these approved highways. See 23 U.S.C. § 101(b). No provision of the Federal-Aid Highway legislation authorizes the District, state, or federal agencies to plan and build highways. The Federal appellees, disagreeing with the District appellees, have stated that the Federal Government has always urged that state and local authorities must comply with their own statutes.

State and federal courts considering the applicability of state laws to federal-aid highways have agreed that state laws regulating the planning and building of highways were not set aside by the Federal-Aid Highway Acts. See *Eden Memorial Park Association* v. *United States,* 300 F. 2d 432, 438–39 (9th Cir. 1962); *Futch* v. *Greer,* 353 S.W. 2d 896, 899–900 (Tex. Civ. App. 1962), *cert. denied,* 372 U.S. 913 (1963); *Cf. Hinrichs* v. *Iowa State Highway Comm'n,* 152 N.W. 2d 248, 253–55 (Iowa 1967). And contrary to the allegations of District appellee, the Federal-Aid Highway legislation is not inconsistent with § 7–108 of the D.C. Code limiting highway width to 160 feet nor § 7–201 directing the District Government to assess land owners abutting newly constructed highways for additional benefits.[22] The Federal-Aid Highway legislation does not specify a minimum width for highways qualifying for federal aid (highways 160 feet wide and under could qualify) and does not concern itself with the manner in which state and District govern-

ments raise the revenue for their share of the costs of the federal-aid highways. Thus, these D.C. Code provisions have not been impliedly repealed by the subsequent Federal-Aid Highway Acts. See *MacEvoy Co.* v. *United States*, 322 U.S. 102, 107 (1944); *United States* v. *Borden*, 308 U.S. 188, 198–99 (1939); *Maiatico* v. *United States*, 112 App. D.C. 295, 300–01, 302 F. 2d 880, 885–86 (1962). Also, past history indicates that if Congress intended to set aside certain provisions of Title 7, such as the width limitation, it would do so explicitly. See Redevelopment Act of 1945, 60 Stat. 802 (1946), D.C. Code § 5–718(a) (1967). Therefore, we conclude that the Federal-Aid Highway legislation does not modify Title 7.

IV

Finally, District appellees argue that the Act of 1893 was not intended to regulate "wide Interstate Expressways." To the contrary, we believe that the procedures set out therein are even more important for regulating the "wide Interstate Expressways," for these projects generally affect more people and larger areas of the District than any other type of street and, therefore, are potentially more destructive of aesthetic values and fundamental property rights.

From the very beginning the aesthetic and functional advantages of planning have been afforded the Nations Capital. The original federal city was conceived as a planned city and developed according to the L'Enfant Plan.[23] This basic plan has been extended throughout the District of Columbia[24] and has been endorsed many times.[25] The continued importance of planning to Washington is evidenced by the Redevelopment Act of 1945,[26] pertaining to the renewal of Southwest Washington, and the National Capital Planning Act of 1952,[27] providing for planning throughout the entire metropolitan region. To allow the District Government to build large expressways without regard for the District highway plan, which was initiated for the express purposes of preserving the L'Enfant street plan, would be inconsistent with history, a strong tradition, and express statutory language.

It should also be recognized that the procedures outlined in Title 7 are designed to protect property rights by insuring that the highway plans are evolved democratically rather than arbitrarily.[28] The public hearing required by § 7–115 offers the public an opportunity to participate in the administrative decision and forces the administrators to spell out the reasons for their decision—a check and balance basic to our entire system of government.[29] The basic procedure established by § 7–109 and § 7–115 whereby the District Commissioners are directed to hold a public hearing before approving a highway plan and the District Commissioners are to approve the plan before submitting it to the National Capital Planning Commission is also very significant. Though the District Commissioners are appointed rather than elected, their primary interest is the District of Columbia,[30] and therefore, they are likely to be more responsive to a group of District residents than is the National Capital Planning Commission whose duties are federal in nature and whose jurisdiction extends throughout the metropolitan area.[31] That is, it is probable that a group of District of Columbia citizens would have more leverage on the final decision if their opinions were presented to the District Commissioners, a local interest group, before the plans were officially approved by the Commissioners or the National Capital Planning Commission. It is then possible that the District Commissioners might endorse their views and recommend them to the National Capital Planning Commission, thus giving added significance to the citizens' opinions.[32] Finally, the provision in § 7–109 requiring District Commissioners to record immediately with the surveyor the plan finally approved by the District Commissioners and the National Capital Planning Commission serves final notice to the public, thereby facilitating public cooperation and planning.

In sum, we believe that the only power the District Government has to build roads is that granted by the provisions of Title 7, and we believe that this power extends to all types of highways built within the District. Nothing we have said is in derogation of this vast power, and nothing we have said pertains to the merits of the challenged projects. Rather, we are reversing the lower court decision because, without authorization from Congress, the District appellees have disregarded the relevant statutes in planning and constructing the four freeway projects in suit here.

Reversed and Remanded.

FOOTNOTES

[1] The appellants are comprised of individual District of Columbia taxpayers, individual landowners affected by the challenged highways, park users affected by the highways, the Democratic Central Committee for the District of Columbia, and 16 different civic associations claiming to represent over 200,000 citizens of the District of Columbia.

[2] The North Central Freeway will run generally along the right-of-way of the Baltimore & Ohio Railroad from the District line to Rhode Island Avenue and Tenth Street, N.E., at an estimated cost of $117,000,000 and will displace about 370 families and ninety businesses.

[3] The East Leg will run from the southern terminus of the North Central Freeway through Anacostia Park to Barney Circle, S.E., at an estimated cost of $55,000,000 and will displace about 350 families and twenty-five businesses.

[4] The Three Sisters Bridge will span the Potomac River at or near the Three Sisters Islands at an estimated cost of $5,800,000.

[5] The Missouri Avenue Expressway will run from 16th Street, N.W., to 8th Street, N.W., along the existing path of Missouri Avenue at an estimated cost of $4,400,000 and will displace about 200 persons.

[6] On September 15, 1966, the National Capital Planning Commission approved a portion of the North Central Freeway, a portion of the East Leg, and the Three Sisters Bridge. The remaining portions of the North Central and East Leg were approved on October 13, 1966, and February 9, 1967, respectively. The Missouri Avenue Expressway was approved on December 5, 1963.

[7] The District Commissioners approved a portion of the North Central Freeway, a portion of the East Leg, and the Three Sisters Bridge on September 20, 1966. The remaining portion of the North Central was approved on October 20, 1966. The record does not reveal the exact dates on which the Commissioners approved the remaining portion of the East Leg and the Missouri Avenue Expressway.

[8] The minutes from the meetings of the National Capital Planning Commission show that public hearings were requested by them. The only hearing on which specific evidence was introduced indicates that the hearing was conducted by the Department of Highway and Traffic of the District of Columbia. *Washington Evening Star*, February 4, 1965, section A, p. 1. Evidence does not show whether or not the District Commissioners also conducted hearings.

[9] Appropriation Act of March 4, 1913, 37 Stat. 950.

[10] Act of March 2, 1893, 27 Stat. 532.

[11] Appropriation Act of March 4, 1913, 37 Stat. 950.

[12] Act of March 2, 1893, 27 Stat. 532.

[13] This requirement is found in § 7–115 rather than § 7–109 and was enacted by the Act of June 28, 1898, 30 Stat. 520.

[14] The most relevant substantive provision of Title 7 is that highways shall not "be less than ninety feet nor more than one hundred and sixty feet wide." Act of March 2, 1893, 27 Stat. 532, D.C. Code § 7–108 (1967).

[15] 27 Stat. 532, D.C. Code §§ 27–108—12 (1967).

[16] This planning power was then limited to the area outside the old cities of Georgetown and Washington because the streets of these cities had been established before one government was established for the entire District of Columbia by the Act of February 21, 1871, 16 Sta. 419. The L'Enfant Plan established the street plan for the original District, and it was this plan which Congress wished to extend to the outer areas of the District by the Act of March 2, 1893. See § 1, 27 Stat. 532, D.C. Code § 7–108. The municipal corporation of Georgetown was permitted by section 12 of the Act of March 3, 1805, 2 Stat. 335, and section 4 of the Act of March 3, 1809, 2 Stat. 537–38, to plan streets.

[17] 37 Stat. 950, D.C. Code § 7–122.

[18] *Id.* at D.C. Code § 7–201.

[19] See, *e.g.*, § 1, 81 Stat. 438–39 (1967); § 1, 80 Stat. 1171–72 (1966); §1, 76 Stat. 1152–53 (1962). Many other special projects were mentioned by name in these same statutes.

[20] Another characteristics of these cases accepting the ratification by appropriation argument is that there was pre-existing statutory language which arguably authorized the disputed administrative action. In the instant case the only relevant pre-existing statutory language was directly contrary to the disputed administrative action.

[21] We know of only one instance where a Congressional committee commented on the District's disregard for the provisions of Title 7 and that instance supports our conclusion that Congress did not intend to give the District a special power to build freeways nor to ratify action contrary to normal procedure. After receiving statements from various parties in this law suit, the House Committee on the District of Columbia issued a report on H.R. 11487, a bill designed to provide additional revenue for the District of Columbia, wherein the majority stated as follows:

"No attempt is made to determine the relative merits of the differing view [concerning the District's authority to proceed with the freeway projects]. Rather, your committee considers this bill as a revenue measure and not an authorization for any project included in estimates for capital outlay. . . . No presumption is to be drawn that the approval of the borrowing authority means that . . . present authority or limitations applying to the planning and construction of highways is changed in any way. *Hearings Before Special Subcommittee on Taxation of the House Committee on the District of Columbia,* 89th Cong. 2d Sess., Supp. 2, at 102 (1966).

In this same report the minority stated that it objected to providing the District with additional revenue for freeway construction because District highway planners were abusing their authority to the ruination of "the Nation's Capital . . . as a place to inhabit and enjoy." *Hearings, supra,* at 111. The minority further stated that "[t]he only discretionary authority given the Commissioners to lay out new highways in the District of Columbia is that contained in the act of 1893 . . . authorizing a plan for the permament system of highways in the District of Columbia." *Hearings, supra,* at 112.

[22] The Federal-Aid Highway legislation appears to be entirely consistent with the provisions of Title 7. Section 116(c) of the Federal-Aid Highway Act of 1956, 70 Stat. 385, 23 U.S.C. 128(a) (1966), endorses the important public hearing requirement by requiring local highway departments seeking federal aid to certify that public hearings have been held.

[23] See generally C. Green, *Washington: Village and Capital,* 1800–1887 (1962).

[24] See Public Buildings Act of 1959, 73 Stat. 481 (1959), as amended, 40 U.S.C. 607(a) (public buildings within the District of Columbia to be constructed in harmony with the L'Enfant Plan); Act of March 2, 1893, 27 Stat. 532, D.C. Code § 7–108 (1967) (street plan for District to conform to the L'Enfant street plan).

[25] See, *e.g., ibid.* See also the frequent endorsement of the L'Enfant Plan by the National Capital Planning Commission in its recent publication entitled "The Proposed Comprehensive Plan for the National Capital" (Feb. 1967). At page 10 of the report it is said that the "L'Enfant Plan continues to provide the strong framework on which the city is organized to meet the needs of a growing resident population."

[26] 60 Stat. 790 (1946), D.C. Code §§ 5–701–19 (1967).

[27] 66 Stat. 781 (1952), D.C. Code §§ 1–1001—13 (1967).

[28] See generally Reich, "The Law of the Planned Society," 75 *Yale L.J.* 1227, 1243–47, 1257–61 (1966).

[29] This type of check and balance is of increasing importance because the more complex our society becomes the greater the quantity of decisions delegated to agencies. As more decisions are delegated, our elected officials are less able to keep watch over the many agency decisions, and decision-makers are less responsive to the desires of the citizenry. See Reich, *supra,* at 1243–44. Congress has recognized the import of public hearings for various administrative decisions. See, *e.g.,* United States Housing Act of 1949, 63 Stat. 416, 42 U.S.C. 1455 (d) (1964) (public hearing before land may be acquired for urban renewal); Federal-Aid Highway Act of 1956, 70 Stat. 385, 23 U.S.C. 128 (a) (1966) (public hearing for federal-aid highway route selection).

It should be noted that this case only raises the question of whether hearings must be held as required by section 7–115 of the D.C. Code and does not present the more difficult question of whether particular hearings fulfilled statutory and due process standards. Cf. *Nashville I–40 Steering Committee* v. *Ellington,* No. 18238, Court of Appeals for the Sixth Circuit, December 18, 1967, *cert. denied,* Jan. 29, 1967; *Scenic Hudson Preservation Conference* v. *FPC,* 354 F. 2d 608 (2d Cir. 1965); *cert. denied,* 384 U.S. 941 (1966); *Road Review League* v. *Boyd,* 270 F. Supp. 650 (S.D.N.Y. 1967).

[30] See D.C. Code §§1–101–03 (1967).

[31] See D.C. Code §§1–1–1 (1967). See also the message of President Johnson to Congress on the transmittal of District Reorganization Plan No. 5 of 1966, Title 1—Administration, Appendix, p. 105–06, where the President states that "[T]he basic responsibilities of the National Capital Planning Commission. . . . [are] to represent the Federal interest in the planning and development of the region."

[32] Another important advantage to following correct statutory procedure is that citizens are then on notice as to the actual decision-making body and may focus their protests and requests accordingly.

292–418—11521

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EMERGENCY COMMITTEE ON THE TRANSPORTATION CRISIS

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Mrs. Mary Alice Brown, Executive Secretary
Mrs. Thomas Rooney, Associate Executive Secretary
Mrs. Leon Brooks, Treasurer
Sammie A. Abbott, Publicity Director

3425 14th St. N.E.
Washington, D.C.
20017

Phone: (202) LA 9-0003

A COMMUNICATION to the PLANNERS FOR EQUAL OPPORTUNITIES, in meeting, March 16, 1968:

On February 15, 1968, the U.S. Court of Appeals for the District of Columbia issued an opinion concerning the controversial freeway program in the District of Columbia. Along with some other material relevant to this issue, we have enclosed a copy of this historic opinion, with prefatory remarks by the Honorable William L. Dawson, of Illinois, as it was printed in the Congressional Record of Monday, February 26, 1968. This ruling is a major victory for the many urban communities throughout the nation whose existence has been threatened by massive interstate freeway programs. However, the victory is a legal one and - as one might expect - the highwaymen, with the various institutions and government agencies that they control, are at this hour arranging to force legislation through a Congress desperate to adjourn, which would empower the Federal Government to ram unneeded, extravagant, insulting interstate freeways through the heart of any community regardless of cost, in terms of money or of community upheaval and human suffering. [We have learned that Rep. John C. Kluczynski, of Chicago, is to introduce such legislation this Monday, March 18]

WE CALL IPON THE PEO to demand that the President of the United States convene a national conference on the critical problems of urban transportation. We urge in particular that you insist that such a conference explore all forms of mass transportation. Since the initial outlay for mass transit systems is large, we further urge you to insist that the Federal Government seek and pass the necessary legislation to permit the use of $90/10 monies now dedicated to urban interstate programs to be used for mass transit systems.

We further appeal to the PEO to promote, and perhaps sponsor, a confederation of urban freeway fighters by putting our organization in touch with groups similarly engaged in other communities. It is expedient that we pool our resources, link forces, and cooperate to solve one of the most crucial problems of our nation today... urban transportation.

"Transportation has rarely been listed as one of the urgent moral issues of mankind, but in our world it is exactly that..Movement is characteristic of human life. But the institutions of transportation have often been regarded as part of the given circumstances of life. Now we are increasingly aware that those institutions are the results of human decisions involving major value choices...

... Transportation [has become] an instrument for justice or injustice, a means of opportunity or frustration, a mechanism for confining or releasing those who live in ghettoes." Christianity and Crisis, Oct. 1, 1966

PLEASE FILL OUT THE FORM BELOW AND RETURN IT TO: ECTC
3425 14th St. N.E.
Washington, D.C. 20017

NAME: _____

ORGANIZATION: _____

ADDRESS: _____

_____ ZIP code: _____

ORGANIZATION(S) concerned with urban transportation problems in your city:
(Please provide us with their names, addresses & Zip codes)

_____

_____

_____

_____

The EMERGENCY COMMITTEE ON THE TRANSPORTATION CRISIS is a coalition of civic and neighborhood organizations devoted to action on the transportation-housing needs of the District of Columbia.

POLICY STATEMENT
PLANNERS FOR EQUAL OPPORTUNITY

Developed in response to its Second Annual Conference held at the University of Pennsylvania Fine Arts Building on March 16, 1968. This statement,adopted on August 31, 1968, is not complete. After additional Policy Committee meetings on the conference, a supplemental statement will be issued.

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1. What is Planners for Equal Opportunity

This organization, formed in 1964 at the Newark convention of the American Institute of Planners, is dedicated to supporting the civil rights movement and the struggles for liberation, elimination of poverty and for equal opportunity for all people. It was formed to give planners who were working as advocates in the civil rights movement and those who wanted to help in that fight a vehicle through which they could (1) legitimize their efforts, (2) exchange and coordinate information and (3) press the planning profession and the public to change their racist policies, programs and practices.

Among its more specific objectives are the following:

1. The reform of urban institutions and programs so that they adequately respond to the needs of poor and minority groups.

2. The resturcturing of urban institutions and programs to guarantee minority and poor communities a prominent role in planning and program implementation.

3. The design of tools to promote equalization of opportunity.

4. The education of the planning profession to assume greater responsibility in the field of equal opportunity.

5. The expansion of minority people in the planning profession and the education of minority and poor communities in planning and program implementation.

During the few years of its existence, PEO has been stoking the fires of conscience in the profession, calling for changes in planners' ethics, practices, policies and programs. It has called attention to the fact that most planning ignores poor and minority needs - if it doesn't simply ride roughshod over them. It has encouraged blacks and the poor to fight oppressive programs, and to fight for local control of those programs which affect them. It has called for massive increases in federal and local aid to poor communities.

Planners for Equal Opportunity is not a "trade association" of planners working in black and poor areas. Most planners working in these areas are not PEO members. Out of 5,000 to 6,000 planners in the country, PEO has a membership of 400, about half of whom classify themselves as "active" (with the right to vote and an obligation to be active in the cause). Of this membership, only a few are black, over a quarter are students. About 20 percent of the membership is from New York City, with a high percentage of the remainder from other large cities.

2. PEO and the Struggle for Black Liberation

While the role selected by PEO for itslef in 1964 was appropriate at that time, the rapid development of the black power and black liberation movements calls for a reexamination of PEO's goals, policies, roles and purposes. It is not enough to dedicate ourselves to the cause of equal opportunity or to exert pressure on the planning profession and the public to pay more attention to the needs of black and poor people. More positive and direct action in support of the struggle for black liberation is needed. PEO not only supports the concept of black control of black communities, but dedicates itself to actively help those communities gain that control. It must do this through a process of (1) developing the basis on which local control can be transferred to local communities, (2) developing the advocacy concept so that it fully serves the needs of local communities and (3) working to expand the number of minority professionals in the planning and allied professions. To give this support and direct aid, PEO must develop closer ties with minority communities and black leadership and must develop fuller participation by black professionals in the organization so that its policies and programs can reflect the needs and desires of that struggle more accurately and helpfully.

More than local control is at issue in the new dimensions of this struggle. The distribution of national resources and inequities in national policies are basic forces preventing the liberation of black people and other minorities, and of providing the rewards of the affluent society to all its citizens, especially the poor. Changes in the national direction are imperative; wealth must begin to flow into the ghettoes and to the poor and neglected throughout the nation. PEO also dedicates itself to press for the needed redistribution of wealth and opportunity.

3. PEO and Black Power

In forthright statements by black power advocates, PEO has been asked to demonstrate its dedication by making radical changes in the organization. The suggested changes are paraphrased below:

> That the purpose and name of PEO be changed from equal opportunity to black liberation, that leadership be changed from white to black, that white planners no longer work in black communities except as spies and helpers of black "environmentalists" trained in black schools.

While PEO understands the underlying reasons for these proposals, it has basic differences with the concepts espoused by black power advocates. It does not believe there is anything to be gained in the long run - or even in the short run - by limiting black planners to work in black communities and white planners to work in white communities. Planners trained in advocacy, whether white or black, will serve the community - whether white or black - well. PEO does not accept the idea that white planners cannot properly serve black communities; many are doing so with distinction today, often at great sacrifice. Further, as a practical matter, white planners must work in black communities for years to come, because there are simply not enough black planners to do the job. PEO supports a radical increase in the number of black planners so that communities will have a choice as soon as possible. PEO also believes that black planners should not divorce themselves from metropolitan and national planning programs and issues, which have basic

implications for the quality of black and other minority life. Further, as long as the black ghettos are growing and swelling in size, their problems can never be solved by an insular approach to their rebuilding. Black planners can help to destroy the noose of segregation in ways no white can accomplish; it is a waste of indispensable manpower to withdraw from a major battlefield to concentrate on rebuilding the ghetto. PEO therefore does not support the notion of a separatist professionalism for the ghetto and cannot accept reorientation of PEO purposes and a change in leadership to reflect the separatist and isolated philosophy.

PEO wants to be as helpful as it can to the black power and black liberation movements. It is ready to enter into coalitions with black organizations (and other minority liberation movements) for specific purposes, to reach specific goals. It is ready to work with a caucus of black planners, should such a group be formed. PEO is anxious to create coalitions with planning students and the student movement as a whole, to support and aid this movement which is so necessary to the reform of the profession and its practices. PEO is also ready to work with radical professionals, where a joint effort can be fruitful. This has always been PEO's outlook; to work with and to serve those in the battle line through the exercise of the professional skills of its members.

None of the foregoing, however, suggests that it makes sense to adopt black leadership or black control. PEO has always sought to give its black members positions of leadership in the organization ; several were on its first Policy Committee. PEO has further increased minority participation by inviting black leaders to its Policy Committee meetings and by inviting black (and other minority) leaders to its conferences as participants, and it has been increasingly successful. Further steps to increase minority participation in PEO are proposed in the next section of this position paper.

While strongly supportive of the black liberation movement, PEO is not wholly caught up in this single aspect of the struggle. It is deeply involved in exposing and attacking racism in the planning profession and in government; it is rapidly becoming involved in the student struggles for reforms in planning education; it is concerned with breaking down the racial barriers in the planning profession itself. These are issues that whites are deeply involved in. As the dominant force in the organization, as pioneers in planning with communities instead of for them, the white membership has a major stake in the organization and its program. With an emphasis on increasing black and other minority representation, PEO will continue to be led by its active members, black or white.

4. Proposals to Increase Black Participation in PEO

Constitutional changes are now being offered to the membership for the purpose of increasing the participation of black and other minority planners as follows:

1. Professional planning advocate organizations (non-government, non-commercial, oriented toward assisting minority or other poor communities) shall be permitted to join PEO with the same status as PEO Chapters, with the right to representation on the Policy Committee. Since at least two such organization (2MJQ and ARCH) are essentially black organizations, this will increase black representation on the Policy Committee.

2. The Policy Committee shall be empowered to appoint active minority PEO members to the Policy Committee to insure full black and other minority participation. Such members will serve until the following election.

3. The definition of planner and allied professional shall be expanded to include elected heads of grass roots organizations in ghetto or other poor communities, thus expanding the opportunity for black and other minority persons to belong to and be active in PEO without destroying its essentially professional character.

In addition to constitutional changes, the Policy Committee directs the Steering Committee to form a Minority Leadership Advisory Committee to assist PEO in formulating its policies, programs and strategies. This would be one additional way of utilizing the experience and knowledge of people who are either too busy or do not wish to play a more active role in PEO.

The President and the Steering Committee are in the process of adding minority members to the Steering Committee and will continue to do so as rapidly as members willing to accept the responsibility can be added.

5. Employment of Minorities in Planning

The record of the profession in employing and training black and other minority persons in planning and allied professions is scandalous. Though ghetto slums have been torn down for over 30 years, though the urban renewal program has displaced twice as many black families' homes as white families' during the past 18 years, the number of black and minority professionals is still below the 1 percent mark. In the past few years, as the black revolution has developed, there have been some attempts to employ and train black professionals, but these have been largely token efforts. Employment is either offered in low level jobs and advancement is withheld or high salaries are offered for jobs of high visibility and little permanence. Today's high salaried black planner - often unequipped to properly perform his high level post - may be out of a job next year.

New York City's Planning Commission still does not have a black member. There is no high echelon black planner in the NYC Department of Planning. In one recent program, training 60 housing aids in New York City, it was reported, there was not one minority person enrolled. In most other cities, the record is worse; in many planning departments, there are no black people; they are systematically discriminated against. In too many cities, minority people are hired last, accepted in schools last, offered poorer jobs, advanced less often.

In many cases agencies willing to hire black people will complain that there are no applicants. The schools say the same thing. But this cannot be considered an adequate excuse. It is the job of schools and agencies to go out of their way to find, recruit, train, employ and advance black professionals.

PEO calls on planning agencies and schools of planning to give preferential treatment to members of minority groups in employment and training. It calls on agencies to reduce their qualifications for employment, provide career ladders starting at lower levels, give in-service training programs leading

to higher paying and better jobs, do what the schools should be doing in their own offices. It calls on the schools to radically increase recruitment efforts and scholarship aids, reduce admission requirements, provide additional training and special courses, create new career ladders and to increase the available job opportunities.

PEO calls on its members and all planners to do what they individually can to increase the number of minority people in the profession. Members can recruit minority members into schools, fight to have them accepted in their agencies, help people to qualify for jobs (helping to prepare resumes, for example), help provide minority applicants with the needed credentials.

There are other ways planners can help in the job field. In the course of their work, they can often open up opportunities to black or minority professionals through assembling lists of local builders, architects, contractors or planners. They can point out to employers how to provide employment to residents of ghetto communities.

PEO will pursue the objective of a radical increase in planning employment for black and minority people until there is a redress of the unbelievable inequity in the profession today. It calls on the AIP and all planning agencies, planning schools and individual planners to join this fight.

6. Position on Planning Education

PEO supports current student struggles for greater power in the university and for changes in the university system which will educate students to solve domestic and international problems rather than turn out servants of the existing establishment. PEO supports student demands for:

1. More black and minority students in universities, in undergraduate programs leading to professional education; and in planning and allied professional graduate schools;

2. Systematic means of finding, financing and otherwise assisting black and other minority students;

3. Examination of requirements for the planning profession and for planning education to insure that these are relevant to the needs of the day and do not exclude minority members;

4. Development of alternative means of entering the planning profession, including such devices as extension work, adequate summer and evening programs, and internships;

5. Continuing curriculum review and revisions worked out jointly by students, faculty and community representatives;

6. Increased involvement of planning students in black and poor communities;

7. Strengthened emphasis on social aspects of planning, especially as physical changes and public policies impinge upon the lives of the black and minority groups;

8. New forms of research which emphasize the human aspects and empirical studies.

Urban universities must begin to relate to the communities in which they are situated. This means (1) giving up the concept of the monolithic campus, expanded at the expense of the community (2) carefully examining the impacts of "university community life" which isolates students from the community and making appropriate modifications in policy, (3) developing its expansion program with full community participation and approval, (4) using university resources to aid surrounding communities and (5) basing recruitment policies of the needs of the country and community (rather than on supposed needs for skills and professionals) by increasing black and other minority student numbers to the level of white participation.

PEO does not agree that planning is irrelevant until society has changed. It believes that planning and planning techniques can and should be oriented to be responsive to the needs of the black and white communities, to poor as well as rich ones. It does not agree with those who believe it is only necessary to go into the community and find out what it wants; there is a discipline and technique in planning which must be learned as well as a need to develop effective communication with the community. PEO supports changes in the schools and curriculum which will enable students to learn to respond to and to plan for satisfying the needs of poor and minority communities, and for changes which will permit students to participate in the decisions as to how their training will take place and what problems they will study.

7. Position on Model Cities

The Model Cities program, as originally coceived, could have been a major positive force in eliminating poverty. For the first time it brought together social and physical planning and city and community in a coordinated attack on the problems of minority and other poor areas. But programs are only as good as they are funded and operated, and in both these areas, the Model Cities program has proven grossly inadequate.

As it now stands, the Model Cities program is accepted by many local communities, not because it promises substantial benefits, but because they must desperately grasp any straw which may benefit the community even a little. For this reason, PEO will not oppose the program where it is locally accepted. However, PEO believes that major funding and administrative reforms must be made in the program if it is to become a practical alternative for rebuilding the ghetto. Among its chief inadequacies are the following:

1. Federal commitments of new money to Model Cities areas, ranging between $25 and $50 per capita, is an insult to the communities receiving them considering the claims made for the program. The program amounts to nothing more than a repackaging of traditional HUD programs, with a little anti-poverty money on the side.

2. Practically no assistance is being provided for enhancing the economic power of Model Cities communities. Where chances for local participation exist, red tape and lack of seed money prevents participation. No real assistance is being given in the development of local capability, no expert advice or how it should be organized, no venture capital is being made available. Job and training programs are rehashings of older and ineffective efforts.

3. Opportunities for effecting significant structural changes in the way poor communities are run are not being provided. Cities are not opening ways for the poor to run their schools or other services, nor is the federal government demanding that they do so. Despite HUD guidelines on citizen participation, most cities are not sharing power with the local Model City communities.

4. Only in exceptional circumstances have local ghetto communities succeeded in getting full power in the Model Cities program. PEO knows of only one case (Cambridge, Mass.) in which local community residents have been given complete control over the program. In a few other cases, cities have retained the ultimate power, but have at least agreed that no programs will be promulgated without the approval of a local Model Cities Committee. In several such cities, the communities choose their own local committee representatives and acceptable experts are made available to them. But in too many cities, the Model Cities Committee is selected by the Mayor or Council; the experts are assigned by the city and are not responsible to the community; the community is only promised that it can "participate" or will be "consulted" on the plans being prepared (Chicago is one example).

5. Cities have generally failed to make citizen participation work in Model Cities communities, either through willful intent or through neglect and indifference. The formula for the establishment of Model Cities communities proves unbelievably complicated, often results in internal community squabbles and erodes the status of existing community organizations. Considering meager federal commitment and city unwillingness to share power with the community, Model Cities Committees are as much a harmful encumbrance as they are a help.

Before PEO will endorse the program, major new resources have to be allocated, real local control must be built into the program, and cities must establish their willingness to share power with the local community.

8. Position on Advocacy

Definition: The term advocacy as applied to work in local ghetto and other poor communities requires definition and clarification. Some define advocacy as adversary proceedings, alternate plans, a constant fight between community and government. Others think the term can only be applied to work for a local community or group. But advocacy is more than this; generically, it is the process of working to satisfy a community's needs and desires in collaboration with that community. This can be done more easily when working for the group, but it is even possible when working for government. The key is to satisfy the community, to make plans which meet with their approval. Where the community is fighting city hall, advocacy can be adversary; where city hall is offering facilities or services, advocacy can be organizing those facilities and services to the satisfaction of the community. Advocate planners placed at the service of the community should be acceptable to the community. In the final analysis, an advocate planner should bow to the community wishes although its demands may be incongrous with his professional views or leave the project.

Advocacy, as applied to work for minorities and the poor, is not limited to working for specific communities. Issues of general importance to the struggle for equal opportunity on a city, state, regional or national level are equally susceptible to advocacy work. The work of formulating positions, programs and strategies as well as that of enlisting support for them in political and other arenas can readily be considered advocacy.

Democratizing the Planning Process: General statements regarding the democratization of the planning process and the importance of advocacy simultaneously suggest certain directions for action by which the participation of the community in planning can be improved and heightened.

It is evident from many experiences that the ordinary development of the planning process does not call for community participation at an early enough time. In the worst case, plan development is kept secret from the community in order to crystallize plans in opposition to community desires. In the best case, planners who endorse objectives of equal opportunity sometimes overestimate their own understanding of needs and desires of the community or underestimate the creative possibilities which can be realized through early community participation.

In addition to early involvement, community and interest groups should at all times have access to a clear understanding of the planning process and the basis for planning decisions. This means that citizen groups must have access to the information used for planning, to the means used to manipulate this information, and to the bases for recommendations which are used by the planner. Wherever the information used in the planning process is to be manipulated by community groups studying, challenging, or supporting the recommendations of planners, the information and methods necessary for this manipulation should be made available, in machine-processable form when appropriate.

From this view of a democratic planning process, it also follows that advocate planners, where assigned to assist community groups as part of a public program, must have the necessary skills for making use of modern planning concepts, computer programs, and data sources. In addition, advocate planners should have available the necessary computing facilities to make use of these data and to do a complete job of advocacy.

One of the main objectives of this proposed mode of operation should be an enhanced opportunity for citizen groups to develop, present, and test their own alternatives to official plans, aiming at a relief of inequities and the resolution of conflict.

REGISTRATION FORM AND PRIORITIES INVENTORY

Second Annual Conference
Planners for Equal Opportunities
March 16, 1968, Saturday
University of Pennsylvania

(Please complete priority inventory
items and return to:
PEO, 76 Reade Street, N.Y., N.Y. 10007
even if unable to attend Conference:

✓ I plan to attend ✓ Enclosing Fee ($5.00 or $2.00 for students)
___ Unable to attend but wish to express my views on PEO priorities for subjects listed below

Name Moreland Smith PEO member ✓

Address 38 Peachtree Street NE, Atlanta, Georgia 30309 Phone 892-7850

Agency or Institution Southern Regional Council

Professional Affiliation or Degrees B-Arch — M. Arch

AIP (p) Other American Institute of Architects

Chartered bus from and to NYC (if sufficient requests)
$4.00 bus fee enclosed ___ (Departs 76 Reade Street, 7 A.M.)

PEO Membership or renewal fee enclosed ___ ($10.00 or $2.00 students)
Will bring pertinent reports or statements for display ___

Geographic Orientation (Number in order of interest or experience.)

4 Metropolitan Core
3 Metropolitan Region
1 Cities under a million
2 Rural or depressed areas

Action Level Priorities (Number as you would choose to serve.)

1 Communication projects for urban affairs advocates (Conferences, Newsletters)
2 Research projects (survey and analysis of advocate issues.)
___ Synthesis and presentation (Policy statements, project lobbying)
3 Organizational cooperation (including stimulation of other professional groups)
___ Direct Action (Hearings, court action, demonstrations)
___ Your thing ___

Time Orientation (If you have a strong inclination)

____Favor priority to immediate, crisis action.

✓ More concerned with long-range, basic solutions to priority.

Program Priorities (Number as you would choose to participate in Conference Workshops, PEO Committees or projects.)

Workshops

I	Planning Education Reform	(AM and PM)
II	Advocacy in Model Cities Programs	(AM and PM)
III	Highways vs. the Poor	(AM and PM
IV	National Housing Needs and Metropolitan Development	(AM)
V	Economic Development of Poor Communities	(AM)
VI	Advocacy and Community Control of Community Development	(AM and PM)
VII	National Programs to Eliminate Poverty	(AM)
VIII	Common Strategy for Advocate Professions	(AM)
IX	Vietnam War and Aid to Cities	(PM)
X	Organizing Local PEO Action	(PM)

Pertinent Personal Projects or Other Concerns _____

_____

_____

(Use other side, if you wish)

Plans

16 MAR 68

The Jewish Mama speaks --- This is a new building
Please watch your cigarettes !!!!!

L A T E S T P R O G R A M

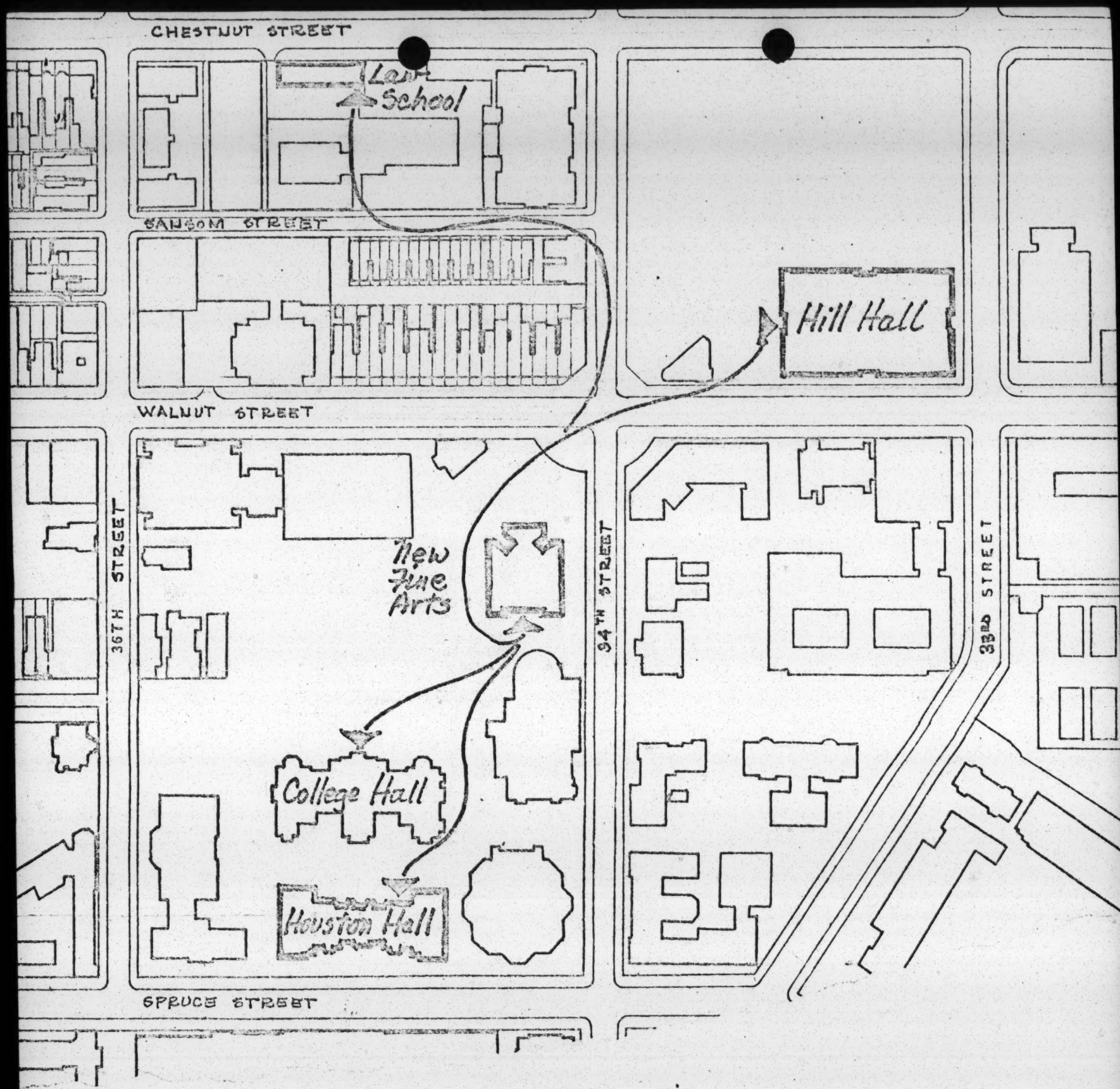
Time		Location
9:00 a.m.	Registration, Coffee	New Fine Arts Basement Lobby
9:45 a.m.	Opening Session (Prof. B. Harris will replace R. Mitchell in the WELCOME)	College Hall Auditorium 2nd Floor (see map)
11:30 a.m.	Workshops	New Fine Arts Basement rooms, & others as needed
12:30 p.m.	Break for Lunch	
	Houston Hall Cafeteria	(see map)
	Hill Hall Cafeteria	(see map)
	Restaurants:	
	Paganos Pizza, etc.	3633 Walnut St.
	Grands Restaurant	3627 Walnut St.
	Chuck Wagon Deli	Walnut at 40th St.
2:00 p.m.	Guest Speaker Carlos Russell	College Hall Auditorium 2nd Floor
2:30 p.m.	Workshops + Press Conference	New Fine Arts Basement rooms, & others as needed
3:45 Sheraton to Bellview		
4:30 p.m.	Plenary	College Hall Auditorium 2nd Floor
5:30 p.m.	Adjournment	
7:00 p.m.	Post Conference Beer and Sandwich Party	New Fine Arts 4th Floor (NOT at the Reiners')

5.15 - #121
~~[illegible]~~
7.0

Yellow Cab. 45 Min WA2 8440

The Jewish Mama SHOUTS: WATCH THOSE CIGARETTES!
Can't you find an ashtray?

PAGE PARTIALLY ILLEGIBLE



PEO Conference March 16, 1968

New Fine Arts Building - University of Pennsylvania

Auditorium - College Hall

Cafeterias open - Law School
Hill Hall
Houston Hall.

PLANNERS FOR EQUAL OPPORTUNITY

76 Reade Street • Room 202 New York, N. Y. 10007

PRESIDENT
Walter Thabit

VICE-PRESIDENT
Ira Robinson

SECRETARY-TREASURER
Michael Abeloff

POLICY COMMITTEE
1967-69
Arthur Bassin
Carla Cohen
Clifford Ham
Britton Harris
Chester Hartman
Frances Piven

1968-70
Paul Davidoff
Bernard Frieden
Robert Heifetz
Kevin Lynch
Roger Montgomery
Joyce Whitley

Chapter Presidents
Robert R. McCabe
Janet Reiner
Matthew D. Rudikoff
Harry Schwartz

STEERING COMMITTEE
Michael Abeloff
John Edwards
Marcia Marker Feld
Charles Kaswan
Peggy Latimer
Jeff Offernan
Harry Schwartz
Ron Shiffman
David Stoloff

August 20, 1968

Dear PEO Member:

Inasmuch as the response of AIP on several of the issues which PEO raised in Washington has been unsatisfactory, PEO will continue its confrontation with AIP at its conference in Pittsburgh, October 12. We intend to ask critical questions related to equal opportunity at various workshop sessions. We are also considering mass meetings and picketing on such issues as model cities, local control, the war and urban spending. The effectiveness of our confrontation will depend on a large number of us participating in the workshop sessions to raise these questions and demand acceptable answers. The list of workshops is enclosed. Please return this sheet and check the panels you would be interested in attending. Also let us know if you wish to participate in other parts of our planned confrontation. If you are unable to attend the conference, could you return the sheet with questions which you would like to have raised at these meetings. We will hold a series of briefing sessions in the PEO suite before the workshops.

Looking forward to seeing you.

Marcia Marker Feld
Charles Kaswan

P.S. If you are interested in working on the Conference Committee, please check the box on the return sheet.

PRESIDENT'S REPORT TO PEO MEMBERSHIP
September 10, 1968

Let me start with an apology for the lack of communication and activity in PEO for the past six months. Our annual conference coming soon after the Washington AIP conference absorbed much of our collective energies; also many of our most active members (including your President) were swamped with other work. But we have not been entirely inactive and a lot has happened on a lot of fronts. This is a report on the events and activities of the past six months, throwing together news, actions of PEO and reports on Policy Committee activity.

PEO Elections: These were held late, and it was recently pointed out that we had never informed the membership of the results except at the March Annual Conference which only 100 of our 400 members attended. Here, then, are the results. A new election is scheduled before the end of the year.

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PEO Annual Conference in March: We hope to send out the conference proceedings to all participants and to all members within the next three weeks. It has been very troublesome to put the proceedings together due to the laxity of the reporters of the various sessions. We will still be short reports on two sessions, one of them an important one. Here, just let me mention some of the bare facts. About 400 people attended the sessions, almost 40 percent of whom were students. Most were from New

York, Philadelphia, New Jersey and Washington, but people from Conn., Mass., Ohio, Virginia and six other states were also present.

It was a wild conference, with black militants challenging PEO to become a tool of the black liberation movement. Sharp questions and criticisms of planners were raised throughout the conference. Carlos Russell discussed his view of black-white separatism and coalition and defended the need for black power. This general theme dominated the workshops, many of which came up with new and challenging approaches and ideas. Increasing black representation in PEO and giving leadership in PEO to black professionals was a major discussion point at the final plenary session.

PEO Policy Committee Meeting in May: On May 25th and 26th, the PEO Policy Committee met to take up conference resolutions and draft positions on matters dealt with at the conference. Fourteen black and other minority leaders known to PEO were invited to participate. At that meeting it was decided not to give the organization over to the black liberation movement since the problems of equal opportunity were of wider scope than the black power movement and since the white leadership in PEO was its life blood at present. Steps were adopted to increase black representation in PEO leadership including appointment of active minority people to the Policy Committee, giving Chapter status to groups of professionals (many of whom are minority) which carries with it Policy Committee representation and broadening the definition of professional to include grass roots leaders. The Policy Committee also asked the Steering Committee to set up a committee composed of 50 percent PEO and 50 percent students and minority planners to consider representation on PEO's Policy Committee. Strong positions on bringing minority members into the profession through expanded enrollments in schools and through ending discrimination and preferential treatment in planning agencies were also proposed. Sharp criticism of Model Cities and strong support for local control and democratization of the planning process were also approved.

Since only 8 of the 17 Policy Committee members attended the meeting, a mail ballot has been circulated among all members of the Policy Committee on the position paper. Approved portions will be circulated to the membership shortly. The Policy Committee also agreed to meet again in October at the AIP conference to continue its deliberations on subjects not covered in May.

New Chapters: We welcome two new Chapters to our midst. One was organized in February as the Rutgers University Chapter of PEO with 7 members, Matthew Rudikoff, Chairman. A second was started with almost 40 members in Lansing, Michigan, through the efforts of Effat Mansour and others at

Michigan State University. Robert R. McCabe is its first President. Not as good news comes from Philadelphia where Janet Reiner reports the demise of the Philadelphia Chapter because it was getting to be a "talking" outfit; nobody was ready to do any work reports Janet.

The problem of Chapters is a big one. Efforts to start chapters are now being made in San Francisco, Chicago, Washington, Cleveland and other places. Questions are often raised as to why a local group should become a PEO chapter. Equally grave is the question of what the chapter does after it is formed. While there are examples everywhere of what a chapter can do and has done (N. Y. and Philadelphia are examples), our membership is confused on the question. The Steering Committee and Policy Committee will be giving this matter careful consideration in the coming months and hope to provide substantial help to chapters in the future.

PEO Action:

1. Support of Columbia Students: Telegrams of support to the Student Strike Coordinating Committee and to Mayor Lindsay were sent. Several PEO members including Peggy Latimer and Frances Piven were active in the fight. Walter Thabit spoke to architectural and planning students seeking new approaches to education and working with the community.

2. Incorporation: Incorporation papers for a PEO tax exempt fund, leaving the organization free to lobby, have been filed.

3. Elimination of Tax Exemption for Industrial Development: Sent letters to Treasury Department and City of New York (at suggestion of a member) opposing the granting of tax exemption on industrial development bonds used in cities. Received sympathetic reply from Secretary and unsympathetic reply from City of New York Dept. of Commerce.

4. Position on Urban Development Corp.: Rockefeller's bill which grants private enterprise complete freedom to redevelop and develop without public hearings or accountability, and with the right to ignore local law and desire, is receiving careful analysis by Marcia Feld of PEO. Other states are considering similar laws. Bills such as this may destroy local community power in housing.

5. National Committee for a Confrontation With Congress: Decided to withhold support of this organization for massive aid to low income housing until the group eliminates its policy of insisting that all such housing be built in the ghetto.

We are also exchanging newsletters with the Radical Education Project and other groups, are supporting the new National Association of Student Planners and Architects organized by Richard Hatch, and supported the workers strike against the grape industry in California. Though we have been actively seeking funds from foundations, we continue to be less than successful; efforts in new directions and evaluation of our program and approaches will continue.

PEO and AIP: As a result of PEO's pressure at the Washington conference and through the AIP's Committee on Minorities, AIP has given a relatively great deal of attention to matters of equal opportunity in recent months. The report on equal opportunity adopted by the Board of Governors at the ASPO convention was a fairly good one, but it was soft on the issue of local control. The task force assigned to housing resolutions of PEO refused to support a massive public housing program or local control. And, of course, the Institute continues to duck the Vietnam war issue. While we will continue to press these concerns with the AIP, we are now beginning to demand more substantive action. More details on these demands will be forthcoming as they are developed.

AIP Pittsburgh Conference: The AIP conference in Pittsburgh will be the scene of PEO's next effort. Scheduled for October 12-15, the AIP conference is concentrating on the NOW challenges of the profession, a theme lifted from PEO. Many of our members have been asked to participate in the AIP program, but we want to make sure equal opportunity issues really get discussed at the conference. PEO members going to the conference will be asked to concentrate fire on a group of workshops, raising questions and introducing resolutions of importance to PEO. We are also planning a meeting on Model Cities in Pittsburgh, jointly sponsored with the Model Cities community. The objective of this action will be to expose the weaknesses of the Pittsburgh program and to get the city and federal government to improve it. Within a few days, details on these and other program details will be mailed to all members.

Help Needed: If PEO is to grow and prosper, we need more active participation by the membership. A new associate editor of our newsletter Equalop is needed, more active help on the Steering Committee is needed, people interested in substantive areas like planning education, employment in the profession, Model Cities and other areas are needed. If you are ready, willing and able to undertake an activity, we want to hear from you.

76 READE STREET NEW YORK 10007

EQUALOP

Planners for Equal Opportunity

Vol. 2 No. 1 Spring 1968

ROUND-UP OF PEO WASHINGTON CONFERENCE

The week of October 1, 1967 witnessed the first direct confrontation between PEO and American Institute of Planners. While the AIP was celebrating its Fiftieth Anniversary convention at the Shoreham Hotel with a look into the next fifty years, PEO called a conference on the theme "Planning: Black and White: Today" to speak out on the pressing issues of discrimination, the redistribution of economic and political power and the impact of the war in Vietnam.

The intention of the meeting was to discuss these issues and develop strategies that would enable planners to play an active role in assisting minorities and the poor, and understanding the interrelationships of these issues with larger questions of national direction and policy. Secondly, it was hoped that these concerns would ultimately be brought to the governing board of AIP so that the largest group in the planning profession might be persuaded to take a stand on them.

The most notable success in reaching AIP came when the resolutions from the PEO plenary session were presented to the AIP at its general assembly. Bayard Rustin, of the A. Phillip Randolph Institute, in sympathy with PEO's goals, relinquished part of his scheduled speaking time for the presentation by Irving Rubin. The resolutions drew considerable interest from the AIP membership assembly, and at the subsequent Board of Governors meeting they were referred to the appropriate AIP committees for study and reporting.

Workshops Held

The first day of the PEO conference consisted of a series of workshops. In the first, "The Community as Client," Robert Jackson of the Washington Planning and Housing Association, Mrs. Sherry Arnstein, of the HUD Model Cities staff and Robert Goodman, from the architectural faculty at MIT considered such issues as achieving effective citizen participation, the planner's role as both advocate and technician and pluralistic planning and plural plans.

In "Planning for Racial Equality" James O. Gibson of the Potomac Institute, Neil Gold, and Harry Schwartz of PEO and Martin Sloane from the Civil Rights Commission, discussed housing and economic development and implications for integration and separatism. The essence of social planning, its relationship to traditional planning efforts and current Federally funded programs which attempt to mesh the two, were examined by Janet Reiner, of PEO, Arnold Katz, from HEW, and Joyce Whitley, of the Model Cities Program.

Michael Mazer, of the OEO Housing Programs, chaired a workshop on "Housing the Poor' with Cushing Dolbeare, Managing Director of the Philadelphia Housing Association and William Grigsby, of the University of Pennsylvania. Mazer offered five suggestions for low income housing policy: subsidies to families through interest rates, write-down and tax incentives; private involvement in housing; increased home ownership and control by the poor; surrogate ownership as in tenant councils and cooperatives and government reforms such as the transfer of 221 (d) (3) housing from FHA to HUD. Mrs. Dolbeare described an HAA proposal that would give all poor families a subsidy equal to the difference between 20 percent of their income and the local rate for standard housing. The estimated annual cost, she said, would be between $2 billion and $9 billion.

Grigsby, in calling poverty a political rather than planning dilemma, named political compromise and timidity as barriers to sound Federal programs. In addition, he noted our inability to see the value of housing in solving social ills, and the low political priority accorded the poor in Congress. The audience, in response, divided between who demanded structural revisions of the dominant "systems" and those who proposed that groups such as

PEO should seek political solutions within the existing framework.

The final workshop, "Planning and Politics," with Norman Berson and Paul Davidoff, was a search for the appropriate role for the planner in an undeniably political profession. It was suggested that broader issues - politics, race and social inequities - be recognized in every plan. Also, planners should be more aggressive in asserting the connections between these issues and traditional concerns of planning, rather than falling back upon their historical position as government officials. In this role, planners could present plans which might be used as political platforms.

It was agreed that PEO needed statement of actions and priorities against which to measure governmental programs. Out of this workshop grew the PEO plenary session and the resolutions later presented to AIP.

Luncheon and "New Town" Tour

A keynote address by PEO President Walter Thabit opened the luncheon session on "U. S. Domestic Policy/A Disaster for Negroes and the Poor". In it Thabit expressed the roots of Negro distrust and the rejection of white society, and the negative role that planning and planners have played in creating and maintaining a ghetto way of life. He claimed that the country has answered the resultant explosion by making war against the Negro, and pointed to parallels between its domestic policy and the psychological effect in the war in Vietnam.

In his words, "We protest this war because the attitude that lets us kill Vietnamese without a qualm will let us kill Negroes in the same way. We ask an end to this madness. Our nation must learn to put more money into building cities and less into destroying them."

He dichotomized the AIP conference and its concerns, with the role of PEO in stating, "What is the responsibility of planners in this situation? Is it really to debate what is going to happen 50 years from now? Is now the time for the profession to visit the all-white suburb of Reston and admire the architecture and little subleties of the plan? Or isn't is really time that we make the nation familiar with the slums of Washington. Isn't it time to see the hovels, to talk to the people, to see how they have been and are being beaten down, to use the prestige of the AIP to get their story across to the nation?"

He labelled Model Cities a glorified urban renewal program and condemned the absence of a massive public housing program, and the chance for open housing outside the ghettos. Thabit called for Federal financing of integrated, in-city new towns, a dozen brand new cities for the poor and rich under Federal direction, automatic Federal allowances for child support, living wages and decent welfare levels, and more Federal aid for schools, hospitals and health centers for the poor.

Politically, he sought involvement of Negroes in decision-making and planning, and for planners to offer their services to the development of community plans outside municipal agencies. Urging that planners work to build a Negro-white coalition in our cities, he noted that, "Together we may stand a chance to move the nation. Separated and alone, with Black Power going one way and white liberals another, the forces of status quo will happily demolish the one and ignore the other."

Panelist Frances Piven, suggested private investment in the ghetto as one means of alleviating the problem but warned that there was insufficient political and economic accountability in this method. Michael Miller, of the Ford Foundation, described the core of the problem as a widening gap between rich and poor, and the juxtaposition of the two groups in an increasingly affluent society, and the failure of ameliorative programs such as training to change the basic framework, for example, to create jobs. He emphasized that the present information revolution was taking place primarily in government and that it was essential for outside practitioners to present counter arguments and explanations to determine policy. He called for a more far reaching understanding of the issues underlying technical assumptions, and this, he implied, was the task of the planner.

George A. Wiley, Director of the Poverty-Rights Action Center and former Associate National Director of CORE, condemned the brutality of the public welfare system, and the lack of power and recognized rights for welfare clients. He sought the creation of welfare-rights groups across the country, that would enable clients to help themselves.

Britton Harris, of the University of Pennsylvania, called for ghetto strength now, but

eventual dissolution. He cautioned planners against being opportunistic, short-sighted, anarchist or unable to replace presently defective programs with constructive ones, and becoming insensitive to the problems of an increasingly technological society that demanded increasingly more complex solutions.

In contrast to AIP's "New Town Tour," PEO staged a "New Town Tour" of the City of Washington and its environs as it works today for its citizenry. Tours included the Adams-Morgan area as an example of an increasingly vital, integrated community with several ongoing experimental programs, the Shaw renewal area with its militant community action center, and Northwest One, a victim of renewal and community dispersal.

"Planning, Peace and Racial Justice" closed the conference discussions with an address by Representative John Conyers, Jr. (of Detroit). He compared our preoccupation with national improvement and justice in Vietnam with our denial of these same rights and benefits to minorities in this country. In calling for a full commitment to redressing domestic inequities, he discussed Negro unemployment and the need to stringently enforce, even against the government, the equal opportunity legislation; the enlargement of housing programs for the poor and the necessity for some form of subsidized home ownership.

One of the key concerns of the PEO conference, Vietnam and domestic policy, was the central focus of Chester Hartman's remarks. He forcefully asserted several parallels between our reaction to the racial crisis and our actions in Vietnam. He cited, for instance, our society's unwillingness, both here and in Asia, to understand the basic changes which a repressed people require; the imposition of outside control on basic issues of self-determination; continuing a tradition of military response to political problems; our insistence on focusing on outside manipulators (e.g., Ho and Carmichael) and insensitivity to different cultures and peoples (the strategic hamlet and urban renewal display similarity).

Hartman also attempted to clarify the recent emphasis on the private sector's role in urban redevelopment. He stated that the private sector was useful in developing housing because of the unwillingness on the part of housing authorities to advocate low rent housing. He also pointed to the necessary restriction of government housing programs to a single jurisdiction which could be surmounted by private programs, and noted the knowledge in the private sector which could contribute to sound programs. On the other hand, he noted the cost factor which he suggested is not necessarily less under private auspices, the problem of excessive gains if the government is proposing to subsidize private involvement at a 15 to 20 percent profit, the unavailability of sufficiently well motivated businessmen to become involved without excessive profits, and the problem of community control which would no doubt be difficult if corporations were to be involved in development.

PRESS REACTION TO PEO CONFERENCE

Press coverage of the Washington PEO conference was substantial and generally favorable, and probably equalled in extent coverage of the AIP conference being held at the same time.

Wolf Von Eckardt, in the Washington Post, wrote "while learned scholars droned on in the ballroom of the Shoreham Hotel yesterday about beauty and humanity in the city of the future, a rebellious group of young city planners set up a rival workshop on the hotel's terrace to discuss equal opportunity for the people in the ghetto."

Von Eckardt found the AIP proceedings rather stuffy but was pleased with "the rebels" (PEO) who "demanded a voice of the poor in city planning, an end to discrimination and the building of new communities rather than the sprucing up of old ghettos."

Von Eckardt described advocate planning as "providing neighborhood groups with expert planning counsel to counter government renewal proposals. PEO members in various cities have already volunteered such service. The rebel group of mostly soft-spoken, clean-shaven and savvy young planners who appear to prefer cold facts to hot slogans, also believe that the urban crisis is more burning than the war in Vietnam. Many PEO members are also members of AIP, the official organization, and work for government agencies. A few planners seemed hesitant yesterday to put on an Equal Opportunity button for fear it might lessen their own opportunity for government work. Robert C. Wood the under secretary of the Department of Housing and Urban Development however accepted a button."

Ada Louise Huxtable, in the New York Times, interviewed some participants. " 'We are the wayward children of the planners,' one clear-faced young woman explained. 'We range from

liberal to radical. We want to reform our elders.' Many (PEO members) are members of the institute."

" 'It's a grass-roots movement,' noted an English visitor. We've had it in Britain. They want to join citizenship participation to political action in the planning process.' "

The Philadelphia Bulletin printed the PEO resolutions urging the AIP to: "Provide planners to serve as advocates for the poor and minority groups to aid them in identifying and articulating their needs and achieving their goals; encourage close liaison with the poor and minority groups and representatives and organizations selected by them in order to determine their needs; expedite the entrance of members of minority groups into the planning profession and report annually on its progress; recognize only those professional planning schools which include in their curricula field experience with citizen groups."

The Washington Post accompanied PEO on its tour of Washington slum areas "...down grimy and depressing streets of the Shaw renewal area, the Northwest One renewal area, Anacostia and Adams-Morgan. They talked to residents who told them they were being displaced for construction for which they were not eligible or which they could not afford."

The Royal Institute of British Architects Journal described PEO as a group that "wants planners to stand up and be counted in the fight for civil rights."

The Architectural Forum was impressed with PEO in its confrontation with AIP. Forum reported the opinion of Harvard city planning professor, Chestor Hartman, who "drew parallels between the responses to Vietnam and to the urban disorders--a similar attitude toward both peoples (as primitive and unable to govern themselves), and unwillingness to see basic change in either society (with land reform, or with an end to ghetto conditions), the reliance on repression (more bombs and more policemen), and the resulting destruction of both cultures (by strategic hamlets and urban renewal)."

THE PRESIDENT'S CORNER

The Washington AIP conference put PEO on the map. Dozens of people worked tirelessly, before, during and after the conference to make it a success. They all deserve the organization's thanks. David Stoloff and a number of others agressively pushed our program at the conference, and it paid off in good press coverage, breaking into the AIP conference program and in other effective ways. Irving Rubin emerged as a new leader in equal opportunity, and of course, Bayard Rustin deserves our deepest appreciation for getting us time at an AIP session.

The rewards of this effort were substantial. We attracted over 100 new members, broke through the reserve of AIP, came to the attention of Washington officials and the nation as a whole. Together with our session last year at the Portland conference, greater importance is being attached by AIP to issues of equal opportunity. In a recent newsletter, AIP gives almost three pages to our resolutions and activity at the conference. The great press coverage helped to get across our feelings about the war, the true nature of the crisis in our cities and the responsibilities of planners. The conference also gave greater legitimacy to those who involve themselves in equal opportunity and to PEO as an organization. Advocacy planning is not quite as dirty a word as it used to be.

While these are great gains, we have not actually won much. We still have only 5 percent of AIP's membership on our lists. We attracted hundreds of participants at the AIP conference to our sessions, but thousands didn't go out of their way to hear our message. Even if AIP adopts most of our resolutions, equal opportunity may not be advanced one whit.

These facts - and they are - should only make us more determined. The AIP turned down our resolutions calling for an end to the bombing and for more money for cities at the expense of the war effort. They sent the remainder of our resolutions to a variety of Institute Committees for evaluation and report, and have called on Chapters to study them and give their recommendations. We have established our own Committee on AIP (Caypake) to watchdog AIP's handling of our resolutions. The Committee will also help AIP's Committee on Minorities (headed by Bob Heifetz, Policy Committee member) to prepare a tough statement on AIP's responsibility in the equal opportunity field. Members of PEO are urged to join in this watchdog pursuit, not only by writing to AIP supporting the resolutions (as Albert Mayer has already done), not only by joining the Committee on AIP, but by getting their local AIP Chapters to discuss the resolutions as well.

It's not the simple resolutions we're after, but what such positive action can lead to. In our

current thinking of what AIP should do, our demands include such items as (1) allocation of large-scale funds for research and support of advocate activity by the AIP, (2) AIP legislative support for specific and positive housing and (3) an Institute monitoring system to see that professionals practise equal opportunity.

We are, of course, elated by our new membership. Our membership total, now equal to our optimistic propaganda handouts, stands at 300 - exclusive of delinquents who are being steadily dropped for non-payment of two years' dues. Second, the high percentage of New York members has been cut from almost a third in 1965 to about 20 percent today. So PEO is really becoming a national organization, less dominated by New York. Third, almost 25 percent of our members are planning students, perhaps the most exciting development. While we have only 5 percent of the profession, we have almost 20 percent of the students.

In fact, student membership may inspire one of the most dramatic thrusts of the organization in the near future. At Cornell, Rutgers, Rhode Island School of Design and Yale, students are thinking of starting PEO Chapters. Not only are they interested in equal opportunity per se, but the interest of students is tied up with questions of planning advocacy and planning curriculum. Students are rebelling against the approach to planning instruction at MIT, Hunter, Columbia and other schools, and PEO may become an important catalyst of student thinking and action on curriculum reform. PEO is also deeply committed to encouraging the entry of Negroes and other minorities into the planning field. The whole subject will come in for significant discussion at our forthcoming conference in Philadelphia this March.

We are at a turning point and a threshold. We have finished one great conference. Our annual conference in March promises to be another exciting event. To be held in Philadelphia, it will cover curriculum and race in planning schools, expand the development of our positions, move into the fertile field of social planning. We will also have a full discussion of new strategies for AIP.

This is going to be an exciting year for PEO, and there is plenty to do for those who want to become active. Work on watchdogging, on a conference committee, on student organizing, on developing positions, on researching the social planning field, on organizing chapters, on raising funds, or confronting AIP. Start doing real things in a real world for people.

ADVOCACY PLANNING EXCHANGE

PEO plans to begin assembling and disseminating information about what its members and others are doing in "advocate planning." It is hoped that this information will help advocate groups in their work while serving to inform interested people in how advocacy planning functions and the possibilities for using it.

In order to make this service a success it is necessary for you to write us about current planning issues and experiences associated with advocate work. We would also like to know your ideas on communicating the information to others. Some possibilities are descriptive sheets on each case mailed out to subscribers as they are prepared, or a news box in the newsletter, or examples of advocate treatment of a certain planning issue or activity. Please send your ideas and material to Advocacy Cases, PEO, 76 Reade Street, Room 203, New York, N.Y. 10007.

Two case studies of advocacy planning, one in New York State and one in Connecticut have already been prepared and are available upon request to the PEO office.

HOW DOES IT FEEL TO ESCAPE THE GHETTO? GOOD!

Most "fair housing" groups lose contact with families after they've been helped to find new housing outside the ghetto, but they are the people who best know the weaknesses of housing integration programs. Accordingly, Operation Open City, an arm of the Urban League in New York City, asked the New York PEO Chapter to survey the first 600 households Open City has helped move.

The single most important feature which ghetto families seek when moving, the survey shows, is a better neighborhood, even more than a better larger apartment. Ninety-four percent of all families questioned picked a good environment for raising children, as the most important item in a neighborhood.

Other items listed as of major importance were better buildings, more space and better schools. Surprisingly, recreation, transportation and integration were regarded as minor considerations.

"Although integration is seldom sought as a goal, it has resulted as a fact for those who have moved into better environment," the survey noted.

The study is a follow up of the earlier report, Planning for Open City, also prepared by the New York Chapter. Tom Gale designed, conducted and evaluated the survey and wrote the draft report for the Chapter. Copies can be obtained from PEO, New York Metropolitan Chapter, 283 Seventh Avenue, New York, N.Y. 10001.

PLANNERS RIGHT TO SPEAK OUT

When is a planner justified in speaking out publically? And when does the professional support this right?

What about the planner who finds himself at work on a plan that will seal off the ghetto with expressways or a plan that will locate new schools in white areas and therefore continue separation of Negro and white children? Maybe he works in a southern city where there is not much support for integration. Does he remain silent? Does he protest? Does he quit?

The trouble with the orthodox view is that is has no relation to morality, conscience or truth. If-you-don't-like-it-quit may leave a moral problem unchallenged or the truth undefended. Planning agencies, after all, do make mistakes.

Finally, the pragmatic question: just how much damage really is done when a subordinate disagrees publicly. Is the public less well served by more discussion? The planning chairman, the housing czar or the mayor may be irritated and fire the dissenter at the first opportunity, but our cities aren't operated for the convenience of officials. The more the argument takes place in public, the more citizens will appreciate planning.

A PEO policy proposal that is generating some controversy suggests the organization should support "the right of staff members to differ with their agencies and to publicly voice their views as individuals."

This is an unorthodox view with serious Jeffersonian overtones. As one correspondent observed, "Anarchy is around the corner if a staff member, having failed to convince the agency internally, is free to state his differences in public. There are ways and means within an agency for a staff member to express his convictions, the final one being to resign. Rather than advocating the administrative chaos that flows from unlimited dissent in public by the staff member of his own agency, PEO should sponsor discussion and training of effective methods of convincing fellow staff members."

This is the traditional answer. If you don't like it, quit! The history of labor-management disputes is replete with language that leads to the same conclusion. If you don't like what the boss is doing, get out, but at least it used to be the boss's money. Now planners are involved in public agencies where wrongheadedness may go contrary to public interests and misspend public money. Do they still have no responsibility to speak out contrary to the boss? Is it the boss's city and money?

In New York City last winter a state legislative committee investigated the city's middle-income housing programs and found builders and their consultants making excessive profits. Did planners with the Housing and Redevelopment Board know of these profits which were pushing up the cost of housing for the occupants? The City's public policy has been to build the most housing for the lowest cost so the planner who kept his own counsel was in effect breaking faith with the public's goals.

We know of another public agency in the re-tion where a planner has been working diligently for integration, precisely in the framework of stated and legislated public policy, but his boss is trying to muzzle him because when the political trading begins this staff member can't be controlled. He keeps feeding civil rights groups technical information that strengthens their case. Should the boss be able to muzzle this person who incidentally does not speak out publicly, but works only behind the scenes?

Should an agency person be able to talk with another member and discourage him from joining PEO "because Planners For Equal Opportunity may criticize some of our policies and programs?"

URGENT FUTURE ASSERTED BY MAYER

PEO member Albert Mayer "has said it all for this decade" wrote Walter Thabit in the Village Voice when reviewing Mayer's new book, The Urgent Future (McGraw-Hill, $16.50). Thabit's review noted that Mayer offered something new and constructive on such issues as public housing (we need to set a goal of 250,000 to 300,000 units a year instead of the current 30,000), urban renewal (it must be limited to our capacity to supply housing for the displaced), local government (more decentralization, less giantism), model

cities (break out of the renewal mold and spend 5 percent, not 1 percent, for renewing and rebuilding cities) and new towns (have government own the land).

Mayer calls for a "Great Debate." So does Thabit. He thinks The Urgent Future should be a public document to get the debate underway.

BOSTON PUBLIC HOUSING SCORED

Appoint new members to the Boston Housing Authority, recruit and train more competent and dedicated staff, end token integration, expand social services, increase subsidies. Point by point the report "Public Housing at the Crossroads: The Boston Housing Authority" reveals the twisted conditions of the public housing program in Boston today.

The report is adapted from the Master's thesis of Mrs. May B. Hipskam, a city planning student at MIT, who worked closely with an advisory committee composed largely of university people including some PEO members.

A 20-page introduction, including fourteen pointed recommendations for reform, was written by Chester W. Hartman for the Advisory Committee. Mrs. Hipsham's text is 72 pages of lively written, direct prose that eschews jargon and insiders' details. Copies are available at $1.50 each from the Citizens' Housing & Planning Association, 50 State Street, Boston, Mass.

RADICAL EDUCATION PROJECT

Students For a Democratic Society has organized the "Radical Education Project" which it terms an independent education, research and publication program to further its "new left" efforts.

The first number of its newsletter, "Radicals in the Professions," carried an account of a "Radical Planners" conference held over the weekend of September 29, 1967 in Washington, D.C. attended by 40 people. The group confronted that perennial problem "how to be a radical," according to the SDS correspondent.

Continuing activities of the radical planners are to be coordinated through the NEW THING Art and Architecture Center, 2127 18th Street, NW in Washington, D.C. Those interested in the Radical Education Project can obtain the newsletter, expected to be a bi-monthly, for $5.00 annually by writing to 510 East William Street, Ann Arbor. Michigan 48108.

JOBS WANTED AND OFFERED

Job Wanted

A principal planner in large New Jersey city seeks a position in a neighborhood level advocacy planning program with personal contact, where small scale urban design and environmental architecture reflecting humanistic values can be practiced. He holds MA in urban planning and has 6 years of experience, 5 with a public agency. Write Job Seeker #1, c/o PEO, 76 Reade Street, Room 202, New York, N.Y. 10007.

Jobs Offered

Regional anti-poverty agency in Appalachian metropolitan area seeks a city planner to undertake advocacy planning assignment on a staff basis. Work includes reivew and formulation of relocation policies on urban renewal, highway, CBD rebuilding and public housing programs being advanced by local government, but considered detrimental to poor and minorities by the agency. Current plans have to be reviewed for public hearings in the Spring, so applicants should be available soon, at least on part-time basis. Salary negotiable above $10,000. Apply immediately with some particulars to Job Opening #1, PEO.

Planning directorship in Pennsylvania city is open; local anti-poverty agency wants to propose a candidate who will give much more attention to the problems and needs of the poor than the city has given up to the present. Job will have to be negotiated with the city, but there appears to be reasonable support for agency's viewpoint on type of planner required. Salary commensurate with experience. Apply with some particulars to Job Opening #2, PEO.

Private fair housing program in New York City is seeking a planner to undertake the following: prepare brief research reports on progress of the program, evaluate impact of municipal housing policies and actions on equal housing opportunity, help prepare funding proposals and represent program at hearings and meetings. Ability in written and oral presentation desired; some planning experience necessary. Salary is about $10,000. Apply to Job Opening #3, PEO.

UNIVERSITY OF PITTSBURGH INTRODUCES SOCIAL ENDS COURSE

Word comes from Professor Clifford C. Ham that the Graduate School of Public and International Affairs at the University of Pittsburgh offers three new programs of interest to PEO members:

*A master's program in "Urban Community Development Administration" that emphasizes objectives, methods and approaches to achieving social ends--given in cooperation with the Graduate School of Social Work;

*Intergroup Relations training for officials and laymen beginning the first year with emphasis in housing; and

*$4,000 stipends to women over 30 (Carnegie Foundation supported) who enter professional fields of planning and public administration.

For details, write Professor Ham, 803 Bruce Hall, at the Graduate School, Pittsburgh, Pa. 15213.

PLANNERS FOR EQUAL OPPORTUNITY
2ND ANNUAL CONFERENCE

University of Pennsylvania, Philadelphia, Penna., Fine Arts Building
Saturday, March 16, 1968
Write to PEO for Program and Registration Information

EQUALOP
Planners for Equal Opportunity

EQUALOP is the quarterly newsletter of Planners for Equal Opportunity.

Communications should be directed to the PEO office.

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76 Reade Street New York 10007

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EQUALOP

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VOL. 2 NO. 2 FALL 1968

PEO AT PITTSBURGH - AIP LEARNED QUICKLY

As everyone had quickly discovered from the flyers sent out for the annual AIP Pittsburgh conference, the Institute was safely back from its empyrean flight into the future at its "consultation" a year ago. Workshops and functional group meetings at much smaller size were announced. Subjects included not only the usual land use/control aspects but the newer (to AIP) issues of race, poverty, and equal opportunity.

It was this AIP about-face that prompted PEO to put up a sly sign above its lobby table:

PEO WELCOMES AIP
TO NOW CHALLENGES

But in spite of AIP's tuned-in programming, there were enough zero items to encourage PEO to hold a meeting on Sunday night with the Model Cities community on the Hill, to hear a report from Cuba, and to send representatives to informal conferences with Irving Hand, AIP President; Dick May, Conference Chairman and David K. Hartley, Director of Institute Development, on how to cure the internal ills of the Institute.

Pittsburgh PEO leader and Pitt professor Clifford Ham made major contributions to the PEO program (as well as to the AIP sessions)

PEO's suggested resolutions to AIP were presented at the Tuesday a.m. plenary session and lafer submitted formally. Excerpts from the Statement introducing the resolutions:

--"the AIP should speak out strongly and effectively on matters of public policy..."

--"At present about 40% of the members - those in the so-called Provisional Category, most of whom are qualified planners occupying key staff positions--are denied voting rights..."

--"Students...are likewise systematically denied participation in Institute affairs."

--We are discovering that people with all kinds of training and background...have important contributions to make to planning and are already making these contributions."

--"There is on the conference program not a single session where membership can discuss and express itself on basic issues of planning and policy..."

Recommended Issues. PEO put forth three examples of the kind of issues AIP should discuss:

1. The ways in which the Vietnam War has reduced our capabilities to deal with national urban problems.

2. The necessity of granting planning and programming funds intended to aid the poor directly to local community groups to use as they see fit.

3. How to implement the program of six million low and moderate income housing units over the next five years.

"CONFERENCE PROCEEDINGS" of PEO's second annual conference at Philadelphia in March 1968 by now should be in the hands of participants. This one-day event, themed as "Urban Crisis = Planning Opportunity," was marked not only by a confrontation between student groups and the then-current PEO policies, but by a series of in-depth workshops, all reported in the 68-page volume.

The revolt statement, presented by Mel Mitchell for 2MJQ, and a report of the guest speech by Carlos Russell are found in the report.

Also included is the often shocking round-up of AIP chapter response to the October 1968 PEO Resolutions presented to AIP, reported by Bob Heifetz.

At the end: an informative report, by status (student? member?) and home state, of the 400 participants.

Non-participants are invited to order the PROCEEDINGS by sending two dollars to PEO, 76 Reade Street, NYC 10007

PEO AT AIP MEETING

THE RESOLUTIONS

1. Resolved, that all provisional members, including students, be given full voting rights in both local chapter and national AIP affairs.

2. Resolved, that the AIP expand its definition of those qualified for membership to include any individual engaged in planning activities for any public or private agency.

3. Resolved, that election procedures for Institute Board of Governors and officers be revised to provide for the following:

   a. that nomination procedures be liberalized to permit nomination on petition of 20 voting members.
   b. that the Nominating Committee offer at least two candidates for each office.
   c. that a system of preferential balloting be used for the election of all Institute officers and board members.
   d. that every nominee be required to make a statement of policies that he will pursue as an officer.

4. Resolved, that business meetings be scheduled during each annual conference in which members have an opportunity to express views and propose and vote on policies of the Institute.

Postponed Issues. Although several other issues were red-hot in the minds of PEO strategists, it was decided to limit resolutions to matters of AIP procedures and administration. The other matters were:

- --a call for an AIP statement on the Model Cities mis-fire in Pittsburgh.
- --a call for a stand on transportation re black/poverty communities.
- --a request for an AIP position on planning education and on an ethics requirement for attention to poor communities.
- --ditto on increasing AIP's aggressiveness with the Federal Establishment.

The NOW Generation. PEO demands at the Conference were paralleled by those from a committee of students. They asked that student membership be extended to young people active in such groups as Upward Bound and Pride, that students be admitted immediately upon application, and that they be given voting privileges. They also asked that the AIP actively recruit minority group members and that funds be set up to help students attend AIP conferences in distant cities.

According to the Christian Science Monitor, some of the militant students told AIP members they were not sure the Institute was worth joining. PEO had earlier decided, with the students, to present separate lists of demands, in order to increase the pressure on AIP.

Workshop Participation. Altho searching questions, centering on equal opportunity, were prepared for use by PEO members in

MEETING ON THE HILL

PEO went up the Hill on Sunday evening to take a look at Model Cities programs. The frustrating story of how City Hall has effectively prevented the emergence of any semblance of poverty/black control of the programs was unfolded by community people. As PEO watched and listened, a heated dialog made it plain that planners of any kind would need to prove themselves before they could be accepted by such a beleaguered community.

Excerpts from the meeting (transcribed by Charles Kaswan from his tapes):

"We haven't any planners, because we didn't have planners we could trust...we need them for consultants but we don't know whom we can get because they are paid by the people we might have to be opposed to" (Robert Isabelle).

"Take our word...to understand us, you've got to understand yourself first..." (Sir John).

"If I came to work for you as your planner, would you think of me as your errand boy - say hey, boy, write this up, hey boy do this, do that, would you think of me as a tool?" (AIP white planner).

Reply from local citizen: "If you want to take that attitude, YES!" (Bedlam)

"This cat is lying - he has been a tool of the white power structure for as long as the planning and architecture professions have existed...we need you to help us solve the problem and not define the problem" (Harry Quintana).

"My fear is that we don't achieve a model city but a false city, if you have a new school but a poor educational system" (Tim Stevens).

"The black community needs help. But go our way. Don't tell us we got to go this way, cause we'll know that this is a white power structure..." (Sir John).

"There's the danger that the community will be divided by community organizations set up by various government programs, that it's really ducking the essential question--how do we get political control?... what the planner can do is tell you how." (Clifford Ham). ■

each workshop, this method of desirably focussing AIP attention was not generally used. The main reasons for this seemed to be the happy circumstance that many of the attendees were noticeably in the equal opportunity groove. Some of the panelists were representatives of agencies active in planning for poverty areas; others were even non-agency advocate planners for such areas.

Minority Affairs Committee. The generally stymied AIP Committee on Minority Relations came in for intensive examination by both PEO and AIP officials. As one report has it, PEO was almost co-opted to carry out the committee's work, but an arrangement was worked out under the continued chairmanship of Irving Rubin. An intensive "retreat" work session to hammer out AIP policy is promised. (In this connection, see "Proposed AIP Policy Statement on Equal Opportunity" -- Bob Heifetz' amendments to the S. Kaufman draft -- in PEO's Second Annual Conference Proceedings, pp. 12-14).

Report from Cuba. Francis Piven and Chester Hartman, along with five other professionals including Max Bond, ARCH director, had spent about two weeks in Cuba as part of the Island's attempt to reach Yankee professionals. A resumé of their observations:

--Cuba is eminently a one-man operation, with Premier Castro's eyes on every revolution project.

--The dominant economic configuration is production of sugar for Russia, with Russia supplying the oil needs of the Island.

--A great deal of quick prefab housing is in evidence.

--A perceived effect is the elimination of the psychology of poverty.

--Dissent is not easy, not frequent, and usually not pointedly expressed.

--Reassignment of dissident professionals to laboring posts has been sometimes done, but salaries have generally been maintained.

Davidoff Campaign. During the conference, a fund-raising party was thrown for Paul Davidoff, a PEO founder and policy committee member, for his campaign for U.S. representative from his district in Westchester County, New York. Davidoff thus effectively illustrates his thesis that planners should participate in political life more fully. As the Monitor described him, he was "active, articulate, hard-hitting."

The post-election news was, shall we say, not positive; Paul lost to the entrenched and popular Ogden Reid, but managed even so to get very nearly 25% of the vote in a 3-man race.

In an AIP panel, "The Planner as Advocate," Davidoff pointed out that one hundred years after the constitutional definition of a black as 3/5 of a man (for voting purposes), he is still 3/5 in infant health, housing, and income. He urged planners to lead white responsibility to meet the needs of the poor in white suburbs as well as in core city advocate planning.

JOBS - JOBS - JOBS - JOBS

CITY OF NEW YORK--HUMAN RESOURCES ADMINISTRATION--OFFICE OF PHYSICAL PLANNING AND DEVELOPMENT

This newly established Office is seeking qualified applicants for the following positions:

Deputy Director	$13,500
Assistant Director (Planning)	12,100
Assistant Director (Design)	12,100
Assistant Director (Research)	12,100
Physical Planner	8,200
Architect	8,200

Appointment above the minimum may be considered for suitably qualified applicants. HRA is engaged in a program emphasizing a creative City-community partnership for the development of multi-functional community facilities. Contact T. C. Pei, Director, 220 Church Street, New York City 10013; (212) 433-4876.

A NOTE ON ADDRESSES

Use 76 Reade Street, NYC 10007 when writing the national PEO, Pres. Walter Thabit, or Steering and Policy Committee members. Membership affairs, Equalop Newsletter subscriptions, and publications of the national PEO also handled there.

Use 289 Seventh Avenue, NYC 10001 when sending Equalop contributions, gripes, suggestions (all needed) directly to Hall Winslow, Editor, (Tel: MY-1-RYAN). If communications are also for Thabit, etc., send first to 76 Reade Street and they will reach the editor eventually.

289 Seventh Avenue is also the mailing address for the New York Metropolitan Chapter, Harry Schwartz, Chairman. Write there about New York affairs, requests for Chapter publications, and offers of help. The phone as above: MY-1-RYAN.

FROM THE STEERING COMMITTEE

At the Nov. 6 meeting of the Steering Committee, main topics for discussion:

--A follow-up program for the dialog begun in Pittsburgh with the Model Cities community. It was agreed to send a Task Force to Pittsburgh to explore with the community the ways it may want PEO to help in reaching its aims. The Pittsburgh committee thus far includes Charles Kaswan, John Edwards, and Felix Obinani.

--A draft letter to AIP pinning down the changes promised by AIP in the matter of nominating and electing officers. The letter raised questions like the following:

--how are members of the Nominating Committee selected?

--by what date are nominations supposed to be submitted?

--when do sponsors hear whether their nominees have been accepted for the ballot?

--if petitions are to be submitted, how and by what date?

--what limitations, if any, will be placed on the position statements required of the nominees ?

--is it possible to nominate a slate of nominees?

--what about existing and future provisional members voting? Are regular examinations being held to upgrade provisionals?

Proposals regarding strategies of dealing with the nomination opportunity will be taken up at the next meeting.

The proper PEO stance in the matter of the Miami Beach AIP conference next year was discussed, but inconclusively. Discussion centered on doing a critical analysis of planning in Miami vs. boycotting the conference.

T'ing Pei, Rikki Kramer, and Felix Obinani are new members of the Steering Committee, while Harry Schwartz and Jeff Offerman have resigned.

THE AMERICAN INSTITUTE OF PLANNERS is in the midst of a two-month Program Revaluation ending Jan. 1. Major decisions on this will be made by Chapters, suggesting that PEO/AIP members must locally watch, criticize, participate to the full in this operation. The draft of goals and objectives with summaries of priority ratings and budgets was to be distributed on Nov. 22 to Chapters, and they would have one week to examine it. After chapter review and response, the draft will be worked over by the AIP staff, the Task Force, and the Board of Governors; all is to be decided and initiated by Jan. 1.

A prior chapter review was scheduled for Oct. 27-Nov. 2. The letter announcing this schedule was dated Oct. 18, but mailings were apparently delayed past the Nov. 2 date set for this first Chapter response.

The Taconic Foundation deserves recognition for its generous support of PEO activities, specifically the wiping out of the deficit from the major and successful PEO efforts to shake up the American Institute of Planners at their dinosaurian nonconfrontation with the Next Fifty Years, a year ago in Washington.

In reply to the PEO President's two letters protesting farm labor conditions in California (stimulated by the grape boycott movement from the Delano, California, United Farm Workers), a form reply from the Delano District Chamber of Commerce was received. (Form letter necessitated by the heavy volumes of protests?).

Their position: the union does not represent a majority of California farm workers", the agriculture industry is working hard for a "highly productive, satisfied labor citizenry," and solutions must avoid raising prices, lessening quality, destroying jobs and producers, and opening markets to "Mexico and similar countries, where an over-supply of cheap labor exists."

FIRST EXECUTIVE SECRETARY APPOINTED

Miss Sidney Abbot has been selected from several promising candidates to be PEO's executive secretary, an officer that the organization has badly needed ever since its formation. The position is part-time, but her steady hand on PEO business is already making itself felt.

She will carry out a variety of essential tasks, among them handling the communications for the national PEO HQ at 76 Reade St., offering help and stimulation to chapters, preparing publications and announcements, offering major help with Equalop, attending meetings and handling liaison with other organizations.

Now a planning student at Columbia, Sidney brings PEO a satisfying assortment of skills. After a B.A. in art history at the University

of New Mexico, she wrote about city development for the Albuquerque Journal and then co-founded a weekly paper, the Albuquerque Review, focussing on problems of that city. The paper won prizes for design and editorial content in its first (and only) year.

After 1-1/2 years in public relations for the oral polio vaccine program, she came to New York first as assistant editor for an engineering trade publication, and then as assistant editor of Architectural Record for three years doing book reviews and feature articles, and acting as production editor.

PEO member Donald Bruce Ardell is Editor of the AIP Minesota Chapter newsletter. If his membership swings with his wayout format (design: John Baymiller) and farther-out news and comments, AIP can't be all that bad.

The November issue, suddenly, contained all the PEO resolutions presented to AIP at the Pitt conference..and a resume of the resolutions from the student committee also.

Ardell advises PEO members to penetrate further into key posts, especially media, within AIP. Quote from an article in the Sept. issue:

> "The American Institute of Planners is not much more representative of member sensibilities than the Democratic (or Republican) party...."

This article, it's not hard to imagine, had something to do with the recent improvements in the election system of AIP.

PEO'S NEW YORK METROPOLITAN CHAPTER is currently developing a broad scale program aimed at obtaining the appointment of a black member of the New York City Planning Commission. Chairman Schwartz has sent out a letter to all concerned organizations, after testing the climate for this move and finding it favorable. The coming vacancy will be caused by the expiration of Elinor Guggenheimer's term.

A list of candidates (long enough to avoid the suggestion of special effort in behalf of one community or one organization) will be prepared and submitted to Mayor Lindsay by the member organizations.

New York PEO met with and discussed equal opportunity matters with sponsors of Westbeth, important West Village factory-rehab project for artists. PEO asked the sponsors to respond to 3 issues: assured minority occupancy, rent support for low income applicants, and continual review of each tenant's need for subsidized rents. Westbeth will apparently use FHA rent-income rules, which are regarded by PEO as insensitive to the realities of this project.

The New York Chapter's role in watch-dogging the moderate income housing administrations (State and City) through its participation in the Committee for Equal Opportunity in Publicly Aided Housing has had a partial payoff. Administrator Nathan of the City's HDA promulgated long-promised stern orders for equal opportunity in construction and occupancy of all city housing. Site and sponsor approval, marketing programs, tenant selection, and vacancies "shall" be scrutinized by the HDA.

PEO nagging worry: will HDA have the staff to do this, and if so, will certain recalcitrant labor union sponsors, among others, be forced to finally stop discriminating?

An 8-page PEO policy statement, developed in response to issues raised at the Second Annual Conference held at Philadelphia in March 1968, has recently been mailed to members. In it, PEO's relation to the black liberation movement and to the black power challenge are set forth.

Three constitutional changes are being proposed, as follows:

1. All professional planning advocate organizations will be admitted to PEO and represented on the Policy Committee. Since some are black, this will increase black representation on the Policy Committee.
2. Interim appointments to the Policy Committee can be made (by the Committee).
3. Heads of grass roots organizations in deprived communities will be considered as planners for membership purposes.

In addition, PEO will pursue all avenues to a radical increase of minority persons in planning schools and agencies.

As for planning education and universities' roles in urban life, PEO outlined proposed remedies.

Model Cities: PEO will work for increased funding, for programs enhancing economic power in the ghettoes, for local control of programs, and for simplified procedures for establishing Model Cities operations.

In addition, advocacy is again defined, and the aim of democratizing the planning profession is announced. A supplemental statement is forthcoming after further Policy Committee discussions on the subject.

RENEWAL magazine continues its pictorial penetration of the radical scene in the churches. Published by the Community Renewal Society ten times a year at a $4 rate, it is available from 116 South Michigan Avenue, Chicago 60603. The September issue plunged into the Chicago convention bloodbath, the real Agnew, and the disgrace of the white churches' cant:

> "Forgive us for pretending to care for the poor, when we do not like poor people and do not want them in our homes..."

The report by David W. Barry, Exec. Dir. of the New York City Mission Society, on the churches' role in Bedford-Stuyvesant devastates current programs. Carlos Russell, assoc. prof. at State University of New York, Westbury, writes on the Black Caucus in the same issue.

ACADEMIC VIEW

The special issue on the Urban Negro of Urban Affairs Quarterly (IV: 1 September 1968) attempts an "impressionistic overview of current thought in the field." Karl E. Taeuber ("The persistence of the poverty explanation of racial residential segregation is puzzling"), Ralph W. Conant ("black self-government must occur in substantial proportion in this country before blacks can integrate"), Helen Icken Safa ("Negroes are actually stressing those values which will promote their acceptance by the white society"), John Kramer and Ingo Walter ("The Black City situation suggests that traditional political machines will be supplanted by competing organizations fostering Negro vs. Negro political conflict, generally along social class dimensions"), Don R. Bowen and Louis H. Masotti ("Cleveland's Poverty Board candidates do not appear to share a well defined view of their social world, certainly not an ideology of revolutionary redistribution of property"), are among the contributors.

Some writers aren't with it, but the whole would be grist for the PEO community.

POVERTY LIKE OBESITY?

"By the time one reaches the end of this book it is sadly clear that the poverty we deplore issues from the same source as many of the pleasures enjoyed by those who have written its various chapters and by the varied readers who consult their contents" — Thus the Bloomberg /Schmandt introduction to Vol. 2, Urban Affairs Annual Reviews: "Power, Poverty and Urban Policy."

"...the world of the urban poor is not some "other America"; it is of one piece with the America of wealth and well-being..." they continue. Their comparison between suggested cures for obesity and our poverty-supporting culture would be amusing if not so cutting. And ...."the medical mainstream in the United States is itself so seriously polluted by inadequacies that only its general reform can hope to bring reasonable opportunity for health to the deprived....

"Only a small minority are prepared to attempt institutional reforms...most people, apart from ritual griping, seem relatively content with things as they are...if democracy American-style means only majority rule, then this generation is not likely to bring about more than very modest gains against chronic poverty."

PLANNING EDUCATION

Michael P. Brooks and Michael A. Stegman believe that a preferred direction is the training of social policy planners who have not only a major interest in the social effects of all urban planning but also the major aim of social development through planning. It's all in their article in the AIP Journal for Sept. 1968. Signboard: "...the planner's primary contribution stems from his knowledge of the urban system, from his ability to design, or implement, strategies for positive intervention within that system."

DESEGREGATED NEW TOWNS

From Weissbourd/Channick article in Center Magazine, Sept. 1968: "An Urban Strategy"--

"...if we build sufficient outlying housing to accommodate Negro and white population growth and sufficient surplus housing to allow an initial movement of one-eighth the ghetto population and three-and-one-half times as many persons from white city neighborhoods and suburbs, more than fifty percent of the ghetto can be eliminated in the first five years ....

"Desegregation can be achieved by building 350,000 surplus housing units a year. We propose that these be built as part of new towns with population of 50,000 to 100,000 each....

"A large-scale new-town program requires withdrawing federal subsidies from suburban-tract development outside the scope of the program and from high-income residential areas .... If public funds for land development and housing are used only for desegregated new towns, only the very wealthy will be able to build white enclaves...

Decisions...ought to be made by metropoli-

tan authorities in each region.... A new-town program costs the least of any program for dealing with the problem...350 new towns would consume only a total of 3.5 million acres, a two-thirds saving over present urbanization."

"What is needed - and what the New York Advocate will provide - is a sense of emergent possibilities in municipal affairs so that people can act to what is happening, and will happen, rather than to what has happened." Thus reads the prospectus for a new monthly tabloid review. C. Richard Hatch, founding director of ARCH (Architects Renewal Committee for Harlem) is publisher; Nelson Aldrich is editor; and the 4-page dummy has a piece by Richard Stover calling for reactivation of the rent strike. Photographs too.

The pilot issue, appearing on newsstands in November, was to have articles on suburban exclusion, economic growth in the ghetto, the failure of rehab, a proposal for total health care, and an interview with Ed Logue, State urban development corporation chief. Write for your special issue and for subscription rates - 2700 Broadway, New York City 10025.

"Model Cities may be accurately described as a Mini-Enrichment Program Planning Effort on a Demonstration Experimental Basis....I'd like to see the fireworks the first time some central city tries to use regional planning to push housing for urban poor into lily-white suburbs....we have to create and lead a lobby that includes the urban poor and is at least as powerful as the gun lobby...."

--Clarence Funnye, at Annual Meeting of the New York Chapter of American Institute of Planners.

FOR THE FEBRUARY 1969 EQUALOP

Help us monitor Washington currents as the new administration takes over. Send your observations, local or national, to EQUALOP by January 31, please. We need more reports from cities across the country. Send in your local experiences to inform and stimulate the rest of us. Tentatively planned for February: a hard-hitting symposium on new towns.

INTELLIGENCE FROM THE OTHER FRONTS

ARCH (Architects Renewal Committee in Harlem), acting as technical adviser to the West Harlem Community Organization, has presented an "elastic proposal" for a natural amphitheater as a substitute for the controversial gymnasium that Columbia University had unilaterally planned for Morningside Park. Put forth as space for both professional and amateur entertainment and as an activity assuring safety in the park, the proposal includes a multipurpose skating rink and pool facility, with a small avant garde theater and a crafts and exhibit building. The design work was done under an OEO demonstration grant. Refinement and development by groups from the entire West Harlem community is the indicated next step.

The SOUTHWEST ALABAMA FARMERS CO-OPERATIVE, a legacy of Selma, asked a Federal court in late October to lift a state court order blocking the use of more than $1.5 million in Federal aid to the cooperative. Mayor Joe T. Smitherman of Selma is reportedly behind the move, which co-op president William H. Harison said was "just another in a long series of harassments and vindictive actions."

A seven-year thrust of advocacy planning in NYC has recently received the backing of Mayor Lindsay. This is the Alternate Plan for Cooper Square, a community response (executed by Walter Thabit) to a slum clearance project proposed ten years ago. Local meetings to update the alternate plan are going on, with Thabit acting as consultant.

At-the-front pamphlets are available from SOUTHERN STUDENT ORGANIZING COMMITTEE P. O. Box 6403, Nashville 37212, at 10¢ each. Write for their list. Their magazine, THE NEW SOUTH STUDENT, is $4 a year (50¢ for a sample copy), but the $5 membership bargain includes a subscription

BLACK POWER--A POSITIVE FORCE is a conference report from the National Conference of Christians and Jews, March 1968. From the closing statement: "We've been talking about a positive black self-image, creative use of black abilities and capabilities, a legitimate part in decision-making power, and above all, legitimate institutions to achieve these...." Address: 43 West 57th Street, New York City 10019.

WHATEVER HAPPENED TO----

The NEW THING Art and Architecture Center, with its promising programs of music, art, architecture, environmental awareness, and film-making for ghetto youth? The PEO Now Towns tour in Washington, October 1967, felt the inspiration--we need further reports from the Adams-Morgan area project at 2127 18th St., N.W., Washington, D.C.

News of other projects for stimulating minority awareness and accomplishment through cultural activities will be welcomed.

The RADIO FREE PEOPLE, announced last July by the Radical Education Project, Ann Arbor, in its newsletter, RADICALS IN THE PROFESSIONS? Set forth as an audio counterpart of The Newsreel, New Left film production and distribution operation. Peter Sutheim, 160 Prospect Place, Brooklyn 11238 is the contact.

Other news from Radical Education Project: a planned confrontation at the American Sociological Association convention in Boston last August... a shake-up of the Asian Scholars cluster... University of Wisconsin's Teaching Assistants Association negotiate the "misunderstandings, mistakes, injustices, and operational inadequacies in their departments"

The by now famous parody of urban planning job announcements by a group of younger New York planners is found in the July-Aug. 1968 issue of Radicals in the Professions.... Ed Silvers, an SDS member of VISTA, laments lack of radical thinking among VISTA volunteers... A NEW MAGAZINE is announced; temporary address: J. McDermott, 838 West End Avenue (6C), New York City 10025....Critiques of textbooks invited at University of Indiana.... Gross National Product Company, Wayzata, Minnesota 55391 will send information about their "great political posters," and invites poster art graphics and slogans.

MFY -- AN EARLY AGING

What she, and most of us, call the "grandest, most imaginative social work experiment of our time--and the model for all poverty programs" has acquired a different and lesser role, says Susan Brownmiller in the Village Voice (Oct. 24, 1968).

Its budget cut by one-third, Mobilization for Youth is down to three storefront service centers from nine. The gas station training program has been abandoned, and the luncheonette training project has closed its doors. The homework helper program, endorsed and recommended even by the NYC Board of Education, and the higher education program ($500 yearly stipend for 40 students at NYC colleges, plus counselling and tutoring) have gone the way of successful "demonstration" projects.

OEO will generously support MFY's new program of experiments with urban cooperative and small-business projects. But gone are the welfare rights movement, the concept of the flat welfare grant, the education efforts, the collective social action attempts, and the whole Community Development division. No community organizers are left. "The end of the neighborhood service centers," says Brownmiller, "marks the end of MFY's role as advocate for the community."

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 As Amended 2/10/69

CONSTITUTION OF PLANNERS FOR EQUAL OPPORTUNITY

ARTICLE I. NAME

The name of this organization shall be Planners for Equal Opportunity.

ARTICLE II. PURPOSES

Section I. Purposes: Recognizing the positive contribution which planning skills and concepts could offer to the struggle of minority groups for equal opportunity, and realizing the inequities and abuses against those minorities which too often result either by deliberate intent or conscious neglect - from the programs and actions of public and private agencies and institutions, Planners for Equal Opportunity dedicates itself to use its professional competence to safeguard the rights of minorities, to oppose discrimination, to provide equal enjoyment of the fruits of this affluent society, and to support the increase of political influence and independence of minorities. To these aims, purposes and objectives, we hereby adopt the by-laws as hereinafter set forth.

Section 2. Program: To carry out its purposes, the organization will engage in the following activities:

a. Develop an action program in which individual members will offer advice and professional aid to local or community groups involved in the struggle for equal opportunity, and assist in bringing planners and such groups together for these purposes.

b. On its own initiative and in response to requests, prepare statements or position papers on general issues within its competence related to the struggle for equal opportunity, and reexamine planning principles and practices where they impair equality of opportunity.

c. Publish a newsletter and other materials; act as a clearinghouse for planning efforts to aid the struggle for equal opportunity; communicate with planners, allied professionals and public officials to enlist their support and cooperation and publicize our positions to the general public where appropriate and desirable.

d. Promote the entry of members of minority groups into planning and allied professions and encourage professional schools to recruit minority applicants by making scholarships and other financial aids available to them.

e. Undertake such other activities as its membership may find necessary to carry out its purposes.

ARTICLE III. MEMBERSHIP

Section 1. Qualifications: Planners for Equal Opportunity is open to all members of the planning and allied professions and to elected officials of community organizations who support its purposes and activities.

Section 2. Classes of Membership: Membership shall be of two classes: Active and Supporting.

Active Members: Shall have voting rights in the national organization, may hold elective office in the organization, and have an obligation to participate actively in its program.

Supporting Members: Shall not have the right to vote or hold elective office in the organization, but will receive all publications and may attend all meetings.

ARTICLE IV. DUES AND ENTRANCE FEES

Section 1. Annual Dues: Dues shall be payable annually on the first day of the fiscal year, July 1.

The Annual dues shall be set forth in the By-laws of the Policy Committee and shall be determined by the affirmative vote of not less than two-thirds of the members of the Policy Committee.

Section 2. Delinquencies: Notification of outstanding dues shall be sent by the Secretary-Treasurer to delinquent members not less than once in six months, and the delinquent member informed of the penalty herein provided. If a member fails for one year to pay his dues, he shall cease to be a member but may, at any later time, be reinstated on payment of dues for the current year.

ARTICLE V. OFFICERS

Section 1. Officers: The officers of the organization shall be a President, a Vice-President, a Secretary-Treasurer, a Policy Committee of twelve elected members plus the President, the Vice-President, the Secretary-Treasurer, ex-officiis with vote, plus all duly elected heads of Chapters, also ex-officiis with vote, and a Steering Committee consisting of all members of the Policy Committee in the New York metropolitan area willing to serve plus other Policy Committee members requesting membership in writing to the President attesting their willingness and ability to attend regular Steering Committee meetings in New York plus such other New York metropolitan area members of PEO appointed by the President, from time to time, and at his discretion.

Section 2. Nomination of Officers: A Nominating Committee of five Active Members shall be appointed by the Policy Committee from the membership at large, at least 90 days in advance of the Annual Meeting of PEO. The Nominating Committee may nominate more than one candidate for each office. The Nominating Committee shall endeavor to nominate personnel for the Policy Committee who will be regionally representative in relation to the number of PEO members in each broad section of the country and elsewhere. The report of the Nominating Committee and a secret ballot shall be mailed to all Active Members entitled to vote not less than 45 days before the Annual Meeting. Voting members are privileged to vote for any qualified person whether or not he be nominated by the Nominating Committee. Voting may be by mail.

Section 3. Election of Officers: The officers of PEO shall be elected by the affirmative written ballot of a majority of the members voting. The results of the ballot shall be ascertained by a Teller Committee, appointed by the President, and consisting of not less than three members, who will make a tally at a pre-announced date and report the results of the election to the Annual Meeting. In case no candidate for a particular office shall receive a majority of votes cast, the Policy Committee shall elect one from among the candidates to fill that office.

Section 4. Terms of Office: The terms of office shall begin immediately after the Annual Meeting at which they are elected, and shall end immediately after the Annual Meeting at the end of their term; but officers shall hold office until their successors have been elected and installed.

The President, Vice-President and Secretary-Treasurer shall be elected for terms of one year; the members of the Policy Committee shall be elected for overlapping terms of two years, six members being elected each year. Chapter heads serving on the Policy Committee shall serve so long as they are heads of their respective Chapters. Members of the Steering Committee shall serve so long as they are members of the Policy Committee.

Section 5. Vacancies: The Policy Committee may temporarily fill vacancies in office occuring between the Annual Meetings, officers so selected to hold office only for the balance of the current year until their successors are elected and installed.

Section 6. Duties of Officers: The President shall call and preside at meetings of PEO, the Policy Committee and the Steering Committee (if he is from the New York metropolitan area. If not, the Vice-President shall preside over the Steering Committee. If neither the President nor the Vice-President are from the New York metropolitan area, the Steering Committee shall elect a Chairman from among its own members, who shall be acceptable to the President and who shall exercise the powers of the President in the Steering Committee), shall, except as otherwise provided, create and discharge all committees and serve as a non-voting, ex-officio member of all committees, and perform such other duties as are customary to the office.

The Vice-President shall act as President in the absence or incapacity of the President.

The Secretary-Treasurer shall perform such duties as are customary to the office, including responsible direction of such secretarial and fiscal duties as are assigned by the Constitution to the Steering Committee.

The Policy Committee shall adopt By-laws for the regulation of its proceedings, shall adopt general policies and positions for PEO, shall provide general direction and guidance to the Steering Committee, shall fix the annual membership dues and approve the annual budget. The Policy Committee is empowered to appoint active minority PEO members to the Policy Committee to insure full black and other minority participation. Such members will serve until the following election.

The Steering Committee shall adopt By-laws for the regulation of its proceedings, shall undertake activities designed to implement the purposes and program of PEO, shall administer the day-to-day affairs of the organization, shall prepare an annual budget, shall authorize all contracts and expenditures (but shall not incur liabilities in excess of unappropriated funds in the hands of the Secretary-Treasurer), and shall act for the Policy Committee at the Policy Committee's discretion.

ARTICLE VI. MEETINGS

Section 1. Annual Meeting: There shall be an Annual Meeting at a time and place to be determined by the President, which shall best serve the convenience of the greatest number of PEO members.

Section 2. Additional Meetings: Additional PEO meetings may be called by the President or by a majority written vote of the Policy Committee.

Section 3. Notice of Meetings: Thirty days notice of all meetings of PEO shall be mailed to all members, except in an emergency, when, with the approval of the Policy Committee or Steering Committee, the President may call a meeting at shorter notice.

Section 4. Minutes of Business Meetings: Minutes of all business meetings of PEO, of the Policy Committee and of the Steering Committee shall be kept by the Secretary-Treasurer.

Section 5. Meetings of Policy Committee: Meetings of the Policy Committee shall be called by the President as frequently as, in his judgement, the accumulation of business to be transacted shall demand, and at times and places to be determined by him. There shall be, each year, at least two meetings of the Policy Committee.

Section 6. Meetings of Steering Committee: Meetings of the Steering Committee shall be called by the President (or Vice-President or New York metropolitan area Chairman elected by the Steering Committee as the case may be) as frequently as, in his judgement he deems necessary, and at times and places to be determined by him. There shall be, each year, at least six meetings of the Steering Committee.

Section 7. Quorum: A majority of the Policy Committee or of the Steering Committee shall constitute a quorum for the transaction of business at meetings of either committee.

Ten voting members shall constitute a quorum at any meeting of PEO; but any vote passed at a meeting of PEO shall be regarded only as expressing the collective judgement of those present unless and until approved by the affirmative written ballots of a majority of those entitled to vote and voting.

ARTICLE VII. LOCAL CHAPTERS

In any city or region of the United States or elsewhere, any group of three or more Active Members of PEO may form a Chapter of Planners for Equal Opportunity. Professional planning or allied professional advocate organizations (non-government, non-commercial, oriented toward assisting minority or other poor communities) are permitted to join PEO with the same status as Chapters and with the right to representation on the Policy Committee. To be formally recognized, Chapters must formally accept PEO's purposes and program as the basis for formation of the Chapter, and must transmit to the Steering Committee a list of its members, a copy of its By-laws or rules of procedure which are in conformity with the Constitution and By-laws of the national organization, a list of its officers and the date on which they were elected. The Steering Committee is to be informed of the results of each subsequent election within thirty days of the election.

At least one copy of all formal publications of the Chapter, including such materials as annual reports, adopted reports of Chapter committees, newsletters, rosters, and other similar reports, shall be filed with the Steering Committee at the time they are distributed to the Chapter membership.

ARTICLE VIII. SPONSORING AND ADVISORY COMMITTEES

Section 1. Purpose and Composition: Sponsoring, Advisory or similar committees whose purpose is to improve the effectiveness of PEO may be created by the Steering Committee, as hereinafter stated. Such committees will be composed of notable persons in the fields of planning, housing and civil rights, or recognized experts in those fields, or combinations of both, who publicly endorse the organization and its purposes. Such Committees may be formed for the purpose of public endorsement, or for giving aid and advice to the Policy and Steering Committees.

Section 2. Formation of Committees: Sponsoring or Advisory Committees will be designated by the Steering Committee after approval of the specific form and purpose of such committees by the Policy Committee, and after consultation with the Policy Committee on the initial group to be invited to join them. Such committees are to continue to serve only at the discretion of the Steering Committee. From time to time, the Steering Committee may name new members of such committees to replace departed members or to extend such committees, as it sees fit.

ARTICLE IX. AMENDMENTS

Upon authorization of the Policy Committee, any proposed amendment shall first be submitted by the Policy Committee to the membership and to the Chapters in preliminary form for consideration and comment for a period of not less than 60 days. After that time, the Policy Committee shall issue a report summarizing the comments received, and presenting its final recommendation in the form of a ballot. Adoption of the amendment shall require the affirmative written ballots of two-thirds of those voting, which majority shall not be less than 25 percent of those eligible to vote. Decision shall be determined by count of the ballots as cast as of the thirtieth day after the ballot mailing date.

ISR

CENTER FOR RESEARCH ON UTILIZATION OF SCIENTIFIC KNOWLEDGE / INSTITUTE FOR SOCIAL RESEARCH / THE UNIVERSITY OF MICHIGAN

ANN ARBOR, MICHIGAN 48106

May 1, 1971

Dear PEO Member:

We are beginning a study of innovation and change in the planning profession, with an emphasis on advocacy planning, and would like your help. The enclosed questionnaire, which is being sent to the PEO mailing list has a dual purpose: first, we want to get a sense of the kinds of work you've been doing in the past several years, and your view of the field and some of the issues facing it; and second, we need your help in suggesting names and addresses of people who have been engaged in advocacy work in the same time period.

You may wonder about the purpose of this work -- is it merely "more research?" We hope not. Our view is that in the last few years, especially toward the end of the Johnson presidency, a number of experimental approaches to planning -- including various forms of citizen participation and advocacy -- were tried. Now is the time, before that period retreats too far into the past, to try to retrieve and analyze that experience in a more or less systematic fashion. We think our work will have relevance in evaluating some of the strategies for change which have been current; and perhaps most important, we hope our research can be fed back to the professionals and their clients in a fashion which will help, on the basis of relatively hard data, in the assessment of training needs, institutional changes, and so forth.

The research is being conducted at the Institute for Social Research's Center for Research on Utilization of Scientific Knowledge, at the University of Michigan. Funding has been granted by the Metro Center at the National Institute of Mental Health.

Your questionnaire will not be identifiable as to name: the enclosed post card, which you should mail separately from the form, is our only means of knowing whether you have completed it. If you have been engaged in <u>any</u> advocacy type projects, will you please list yourself in that section.

Thank you very much for your cooperation.

Sincerely,

Robert Ross

Robert Ross

Sharon Rosen

Sharon Rosen

RR,SR:dlc

P.S. If any of the questions are objectionable to you, please just leave them blank.

PEO QUESTIONNAIRE

1. Please complete the statement at the bottom of this card, and place the card in the mail at the same time as the questionnaire. This will make it possible for us to know that you have returned the questionnaire without affecting the anonymity of the questionnaire itself, and will facilitate any necessary follow-up to obtain the needed high rate of responses.

2. We would appreciate your filling out the questionnaire at your earliest convenience. THANK YOU!

I mailed my questionnaire on _____, 1971

Name (please print) _____

Address

Street _____

City _____ State _____

Zip Code _____

PLANNERS FOR EQUAL OPPORTUNITY

17 Murray Street, New York, N. Y. 10007 • 212-RE-2-8881

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Walter Thabit

VICE-PRESIDENT
Ira Robinson

SECRETARY-TREASURER
T'ing Pei

EXECUTIVE SECRETARY
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STEERING COMMITTEE
Michael Abeloff
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Charles Kaswan
Ricki Kramer
Peggy Latimer
T'ing Pei
David Stoloff
Hall Winslow

May 1, 1971

Dear Member:

It has been agreed to let the people at ISR (see accompanying material) send a questionaire to all our members in an effort to identify advocate planners - both among our members and others. Once they are identified, interviews would be held with the advocates and the findings compiled and shared with PEO.

A number of us have read the research outline and background paper and find it a realistic and reasonable document. We are therefore asking our members to cooperate with this survey and to recommend the names of advocates you may know to ISR.

We will be sending out follow-up cards to those who do not return the enclosed postcard to us, so please fill out the questionaire and return the card soon.

Sincerely,

Walter Thabit

Walter Thabit

1. Listed below are different kinds of opportunities which a career in planning might afford. In seeking a job, how much importance do you personally attach to each of these? (Check one column in each line.)

	Importance I attach				
	Slight or none	Mod-erate	Consid-erable	Great	Ut-most
To make full use of my present knowledge and skills.	___	___	___	___	___
To contribute to social change.	___	___	___	___	___
To earn a good salary	___	___	___	___	___
To work with highly competent colleagues. .	___	___	___	___	___
To help disadvantaged sectors of the society	___	___	___	___	___
To design new methods of planning and service delivery.	___	___	___	___	___
To build my professional reputation	___	___	___	___	___
To further develop new knowledge and skills.	___	___	___	___	___
To help others gain new knowledge and skills.	___	___	___	___	___
To have freedom to carry out my own ideas .	___	___	___	___	___
To be in a low pressure environment	___	___	___	___	___
To work on problems of value to the nation's well-being	___	___	___	___	___

Would you please go back and put a 1 to the left of the item which you would consider the most important and a 2 to the left of the second most important item.

2. We would like to know what you've been doing professionally for the past five years. Include projects you worked on for which you were not paid. Please start with your most recent position and work backwards.

Name of agency: _____

Dates of employment: _____ to _____

Who pays your salary? _____

Indicate the two or three most important aspects of your work; give examples of activities you engage in.

_____

_____

_____

_____

(This question is continued on the next page.)

2. Continued ...

Name of agency: _____

Dates of employment: _____ to _____

Who pays your salary? _____

Indicate the two or three most important aspects of your work; give examples of activities you engage in.

_____

_____

_____

_____

Name of agency: _____

Dates of employment: _____ to _____

Who pays your salary? _____

Indicate the two or three most important aspects of your work; give examples of activities you engage in.

_____

_____

_____

_____

Name of agency: _____

Dates of employment: _____ to _____

Who pays your salary? _____

Indicate the two or three most important aspects of your work; give examples of activities you engage in.

_____

_____

_____

_____

(Use the back of this page if you need more space.)

3. Of the work you've done in the last five years, describe the most satisfying accomplishment in which you've had a part. Please be specific. (Use the back of this page if you need more space.)

_____

_____

_____

_____

_____

_____

_____

_____

4. Here are some statements which express various attitudes relevant to planning. Please indicate how you feel about each statement by circling the appropriate number.

-1 slightly disagree	+1 slightly agree
-2 disagree	+2 agree
-3 strongly disagree	+3 strongly agree

(Although the format of the next two sets of questions is useful and convenient to us as researchers, we do realize that closed-type questions and the wording of some of these items do not necessarily allow you to express an opinion as fully or subtly as you might wish. So we've left space after each item, which we hope you will use to express reservations, explanations, qualifications or (even) protests.)

The planning process requires too much technical knowledge these days for the average citizen to participate meaningfully. Qualified planners should plan for people, taking their needs and desires into account. -3 -2 -1 +1 +2 +3

_____

_____

One important aspect of the planner's role is the teaching of his (her) skills and knowledge to community residents. -3 -2 -1 +1 +2 +3

_____

_____

Although Black people clearly should run their own organizations, the help of White people with technical skills is still a necessary component of Black community development. -3 -2 -1 +1 +2 +3

_____

_____

continued on next page...

4. Continued ...

I get many of my ideas about planning and urban problems:

___from colleagues at my workplace	-3	-2	-1	+1	+2	+3
___from friends and acquaintances around the country	-3	-2	-1	+1	+2	+3
___from client or community groups	-3	-2	-1	+1	+2	+3
___from professional journals or meetings	-3	-2	-1	+1	+2	+3

_____

_____

For the last question, would you please go back and rank each of these 1, 2, or 3, going from most (1) to least (3) important to you.

5. Here are some statements which express various attitudes about the country as a whole. Again, please indicate how you feel about each statement by circling the appropriate number.

-1 slightly disagree	+1 slightly agree
-2 disagree	+2 agree
-3 strongly disagree	+3 strongly agree

(If you have any additional comments about any of the questions, please write them on the back of this page.)

We could solve most of our country's urban problems by shifting the funds now being spent on defense to programs for urban and other human needs.	-3	-2	-1	+1	+2	+3

_____

_____

We cannot hope to solve our urban problems in the context of a private profit economy.	-3	-2	-1	+1	+2	+3

_____

_____

The attainment of racial justice in the cities will come about only as the result of a mass movement.	-3	-2	-1	+1	+2	+3

_____

_____

While direct action has proved useful in some instances, the electoral system should nevertheless be ultimately depended upon to bring about social justice.	-3	-2	-1	+1	+2	+3

_____

_____

continued on next page ...

5. Continued ...

A community control strategy for change while important, is nevertheless a limited perspective because so much power is concentrated nationally. -3 -2 -1 +1 +2 +3

_____

_____

6. Do you feel part of any movement(s) for social change? (Circle one) Yes No

If yes, (please answer separately for each):

Is this because of your sentiments and informal relationships _____ or your formal organizational participation _____? (Check one or both)

If the latter, to which organization(s) do you belong? _____

_____

_____

Whether your involvement is informal or formal, what do you consider to be the constituency of that social movement? _____

_____

Would you say that it is primarily local ____ or national ____ in scope? (Check one)

7. All things considers, I'd say I was a (Circle one):

Conservative Moderate Liberal Radical

8. One critical need which we hope this questionnaire will help us fill is the location of people who have been engaged in advocacy work sometime in the last few years.

In the space provided below, we'd like you to list the names of persons who have been and are engaged in advocacy in urban planning, and either their address or some means of contacting them. Space is provided for each name in which you might give us some idea of the nature of the person's work.

Please be assured of the confidentiality of your answer; of course, these people will be interviewed only if they are willing. Again, please list yourself if you have done advocacy work. It would be helpful although not necessary, if you put an asterisk to the left of your own name.

Name _____

Address or means of getting it _____

Nature of work _____

Name _____

Address or means of getting it _____

Nature of work _____

If applicable: (Use the back of this page if you need more space).

9. Age _____

10. How many years of school beyond high school have you completed? (Circle one)

0 1 2 3 4 * 5 6 7 8 9 more than 9

(college) (graduate work)

If you attended college, what was your major(s)? _____

_____

Between what years? (e.g., 1960 - 1964) _____

If you did graduate work, at what institution? _____

What department were you in? _____

Highest degree earned? _____

Between what years? _____

11. Are you a member of any minority group? (If you would prefer not to, don't answer this question.) (Circle one) Yes No

If yes, which (circle one): Black Chicano Oriental Other ____

12. How many years of school did your father complete? (Circle one)

8th grade or less * 1 2 3 4 * 5 6 7 8 * 9 10 11 12 13 more than 13

(high school) (college) (graduate work)

What kind of work did he do while you were growing up? _____

_____

How many years of school did your mother complete? (Circle one)

8th grade or less * 1 2 3 4 * 5 6 7 8 * 9 10 11 12 13 more than 13

(high school) (college) (graduate work)

What kind of work did she do while you were growing up? _____

_____

2nd annual confererence

PLANNERS FOR EQUAL OPPORTUNITY

URBAN CRISIS = PLANNING OPPORTUNITY

Saturday
16 March 1968

Walnut and 34 Streets
New Fine Arts Building
University of Penna.
Philadelphia

This conference has been called to assist urban affairs professionals to sieze the planning opportunity facing our cities and our nation in a time of growing urban crisis. It is sponsored by Planners for Equal Opportunity, a national organization of city planners and allied urban affairs specialists committed to the principle that the facilities and opportunities of this society should be made available to all citizens through positive public policy and action. Its members seek to apply their energy and skills to the investigation, exposure, and correction of programs which are discriminatory or which fail to meet the needs of the urban crisis.

PLANNERS FOR EQUAL OPPORTUNITY
76 Reade Street / New York, New York 10007

workshops

I REVOLUTION IN PLANNING EDUCATION

A proposal for reform of planning education will be presented including the following elements: curriculum, recruitment of minority group members into the profession, community involvement and research. The proposal has been prepared by a special PEO ad hoc committee made up of students and faculty from Hunter, Columbia, Pennsylvania and Pratt planning schools.

Alan Kravits, Workshop Moderator, Hunter College
Paul Davidoff, Hunter College, PEO Policy Committee
Chester Hartman, Harvard, PEO Policy Committee
Peggy Latimer, Columbia University, PEO Steering Committee
Paul Niebank, University of Pennsylvania
Michael Stegman, University of North Carolina
David Stoloff, Hunter College, PEO National Coordinator; Panel Reporter

II ADVOCACY IN MODEL CITIES

Objectives of advocacy planning in Model Cities, the drive toward local control of Model Cities programs, accountability of city staff and consultants to local communities, the use of advocacy programs in cities where there is no local control, problems of white planners in black communities. A program will be developed for local and national action to insist on full community participation and appropriate local control.

Walter Thabit, Chairman, President PEO.
Justin Gray, Director, Model Cities Cambridge Program
Mrs. Muriel Johnson, Chairman, C-12 Committee, Hartford
Leo Lillard, Chairman, East New York Housing and Urban Planning Committee
Louis Mitchell, Assoc. Director of Division of Christian Social Concern, American Baptist Convention
Hans Spiegal, Assoc. Prof. of Urban Planning, Columbia University
Bill Toole, Director, Hartford Model Cities program
Junius Williams, Director, Newark Area Planning Assoc.
Mike Abeloff, PEO Steering Committee; Workshop Reporter

III HIGHWAYS VS. THE POOR

Urban highway plans being fought by advocate planners in Philadelphia, Baltimore, Newark, Cambridge and elsewhere will be reviewed with constructive renewal and public transit alternatives. Transportation plan evaluation criteria will be developed as well as strategies to force changes in highway-transit priorities and to block particularly destructive projects.

Hon. Norman Berson, Chairman; Attorney, Representative Penna. Legislature
Reginald Booker, Chairman, Emergency Committee on the Transportation Crisis, Washington, D.C.
Britton Harris, University of Pennsylvania; PEO Policy Committee
Chester Hartman, Harvard University; PEO Policy Committee
Yale Rabin, Planning Consultant to NAACP Legal Defense Fund
Robert Goodman, MIT
Harriet Johnson, Advocate Planner, Philadelphia; Workshop Reporter

IV HOUSING AND METROPOLITAN DEVELOPMENT

Metropolitan and national programs will be considered including public housing, rent supplements, housing allowances, 221(d)(3) programs, racial and economic integration of all communities and all projects, provision for the poor in new towns and other housing action beyond crisis amelioration in Model Cities areas. Use of federal Sections 204 and 101(e) reviews in the guidance of metropolitan and regional development for equal opportunity will be described.

Neil Gold, Chairman; Hunter College Urban Research Center

Cushing Dolbeare, Philadelphia Housing Association
Paul DuBrul, Housing Director, University Settlement, New York
Thomas Elijah, Chairman, New York Metro. Association Fair Housing Committees
William Grigsby, University of Pennsylvania
James Harvey, National Representative, American Friends Service Committee
Charles Kaswan, PEO Steering Committee, Workshop Reporter

V ECONOMIC DEVELOPMENT OF POOR COMMUNITIES

Dangers of proposed corporate involvement in ghettos will be considered as well as public programs of local business incentives, job training programs, employment opportunities and potentials for application of international economic development concepts.

Frances Piven, Chairman; Columbia University; PEO Policy Committee
Max Bond, Director, ARCH, New York
Leland Hazelwood, Director, Mayor's Task Force, Economic Development of Harlem
Ron Schiffman, Pratt Center for Community Development, New York
Thomas Vietorisz, New School for Social Research
Thomas Reiner, University of Pennsylvania, Workshop Reporter

VI ADVOCACY & COMMUNITY CONTROL OF COMMUNITY DEVELOPMENT

Blocking destructive projects and forcing government response to community needs throughlobbying, court action, community organization, demonstrations and disruptive action will be discussed as well as related technical assistance and collection of advocacy case studies. Strategies for the long - range decentralization of city decision - making and administrative functions with consideration for functions properly city-wide, and alternative structures for such local governing bodies will be proposed.

Janet Reiner, Chairman; University of Pennsylvania; PEO Policy Committee
Peter Abeles, Housing Director, Mobilization For Youth, New York
Marion Barry, Director, PRIDE, Washington, D.C.
Colin Carew, THE NEW THING, in Arts and Architecture, Washington, D.C.
Paul Davidoff, Director, Urban Planning Dep't., Hunter College; PEO Policy Comm.
Alvin Echols, Attorney, Executive Director, North City Congress, Philadelphia
Robert J. Sugarman, Attorney, Philadelphia
Jerome W. Lindsay, Director of Planning, United Planning Organization

VII NATIONAL PROGRAMS TO ELIMINATE POVERTY

This workshop will review the proposed federal budget in relation to the Freedom Budget seeking priority shifts which would begin to meet the needs of the poor. Required levels for housing, health, education, family income subsidies and full employment programs will be put in perspective. Strategy for achieving Congressional action is to be proposed.

Norman Hill, Chairman; A. Philip Randolph Institute
Bob Bogen, PEO Conference Chairman
David Cohen, Legislative Rep., Indust. Union Dept., AFL-CIO
Frances Goldin, Metropolitan Council on Housing, New York
Richard Hatch, Founding Director, ARCH, New York

VIII COMMON STRATEGY FOR ADVOCATE PROFESSIONS

Health, education, architecture, law, planning and other welfare professionals advocating equal opportunity will discuss their common goals of local control, more adequate program levels and inter-disciplinary programs in order to form strategies for cooperative action.

Carla Cohen, Chairman; Consultant, Metro. Study Center, Wash., D.C.; PEO Policy Comm.
Thomas Gilhool, Community Legal Services, Philadelphia
Mark Heyman, Chairman, Planning Dep't., Pennsylvania State University, Harrisburg
Herbert Lukashok, Medical Committee for Human Rights
Rhody McCoy, Unit Administrator, Ocean Hill, Brownsville, New York
Rev. Lucius Walker, Exec. Dir. Interreligious Fndtn. for Community Organization

P R O G R A M

9:00 am REGISTRATION, COFFEE

9:45 am OPENING SESSION
Introduction to Program
Bob Bogen: Conference Chairman

Welcome
Robert B. Mitchell: Chairman, Department of Planning, University of Pennsylvania

Annual Meeting
- Annual Report; Election results
- PEO / AIP affairs Report
  Bob Heifetz: PEO Policy Comm; Chairman, AIP Committee on Minority Relations
- Conference Objectives
  Walter Thabit, President, PEO

Arrangements and Announcements
Janet Reiner, Conference Co-Chairman

10:15 am WORKSHOPS
I through VIII, inclusive

12:15 pm BREAK FOR LUNCH
College cafeterias

1:30 pm GUEST SPEAKER
Carlos Russell: Black Caucus, National Conference for New Politics

2:00 pm WORKSHOPS CONTINUED
I, II, III, VI, IX, X

3:45 pm BREAK

4:00 pm PLENARY
Workshop reports, recommendations, action proposals

5:00 pm ADJOURNMENT
7:00 pm POST - CONFERENCE BEER AND SANDWICH PARTY AT THE REINERS'
tickets at the conference registration

workshops cont'd

IX VIETNAM WAR AND AID TO CITIES

Published statements of PEO position on the war and impact on urban aid will be reviewed for affirmation or modification by the PEO Policy Committee. Closer ties with the Committee of the Design Professions will be considered.

Harry Schwartz, Chairman; Mobilization For Youth, New York
Morton Lustig, Fels Institute, University of Pennsylvania
Joseph Hayman, Planner, Fels Institute, Univ. of Pennsylvania, Workshop Reporter

X ORGANIZING LOCAL PEO ACTION

Activities of local PEO groups will be reviewed. Minimum organizational requirements will be suggested as well as methods for recruiting active members, local chapters and student chapters, reconnaissance of opportunities for action and cooperation with other groups. Strategies for public hearings and press relations will also be suggested.

Bernard L. Segal, Chairman; Attorney; Co-Chairman, Philadelphia PEO
Rosalyn Doggett, Marcou O'Leary & Assoc.; Temp. Steer. Comm., Wash., D.C. PEO
Hall Winslow, Co-Chairman Housing Comm. N.Y. PEO; Workshop Reporter

Reporters in each workshop will record major findings for publication in a set of "Conference Proceedings" and for action by the PEO Policy Committee. Workshop members will be encouraged to participate in any continuing PEO functions related to the workshop topic.

PLANNERS FOR EQUAL OPPORTUNITY
76 Reade Street / New York, New York 10007

President	Walter Thabit
Vice President	George Gatter
Secretary-Treasurer	Michael Abeloff
Policy Committee	Arthur Bassin
	Carla Cohen
	Paul Davidoff
	Justin Gray
	Clifford Ham
	Britton Harris
	Chester Hartman
	Robert Heifetz
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	David Popenoe
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	Marcia Feld
	Charles Kaswan
	Peggy Latimer
	Harry Schwartz
	Ron Shiffman
	David Stoloff
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Proceedings Editor	Peggy Latimer

CONFERENCE OBJECTIVES

This Second Annual Conference of Planners for Equal Opportunity has been organized to facilitate more vigorous and effective action by our members, local chapters and by our national organization. Many battles have already been joined. We now seek the additional knowledge, strength and strategy to achieve success in each of the varied areas of our concern.

What is The METROPOLITAN COUNCIL ON HOUSING ?

. . . . . THE REALIZATION, AS SOON AS FEASIBLE, OF THE GOAL OF A DECENT HOME AND A SUITABLE ENVIRONMENT FOR EVERY AMERICAN FAMILY. . . . . .

DECLARATION OF NATIONAL HOUSING POLICY - 'HOUSING ACT OF 1949'.

THE METROPOLITAN COUNCIL ON HOUSING IS A FEDERATION OF TENANT ORGANIZATIONS AND INDIVIDUALS WORKING TO BRING GOOD HOUSING TO THE PEOPLE AT RENTS THEY CAN AFFORD.

WHAT IS OUR PROGRAM?

* We stand for a stronger City rent control law, which means:

  ....No 6 plus 2 'hardship' increases to landlords.

  ....No perpetual and exorbitant increases to landlords for improvements of their property.

  ....An effective provision to prevent landlords from harassing tenants out of their homes in order to demolish or rehabilitate a building.

* AN OVERALL PLANNED APPROACH TO HOUSING, BASED ON TENANTS' NEEDS RATHER THAN REAL ESTATE PROFITS. A new urban renewal approach which would build sufficient and transformed low-rent public housing jointly with genuine middle-income housing to prevent economic and racial segregation. Build on vacant or badly-used commercial land and, where necessary, in stages, to prevent the need for relocation. Broad utilization of the vest pocket and smaller site approach for community renewal. Site tenants should be beneficiaries, not victims of renewal.

* A City moratorium on the demolition of structurally sound, habitable housing linked to the vast building program referred to above until there is an end to the shortage of low and middle-income housing.

* A stronger anti-discrimination housing law without exempting cooperatives, and with meaningful penalties for violations of the law.

HOW CAN THIS PROGRAM BE REALIZED?

* We inform the public on current housing issues by distributing leaflets throughout the City, holding street meetings, organizing demonstrations and publishing studies and reports.

* We testify at public hearings on City, State and Federal levels on all matters pertaining to housing.

* We analyze all housing legislation and organize an annual mass tenant lobby to Albany.

* We meet frequently with City, State and Federal officials to promote the tenants' viewpoint and program.

* Our affiliated Housing Clinics and Councils battle constantly to eliminate violations, improve services, stop demolitions, defeat rent increases and reduce rents.

* We help tenant groups to organize in houses and establish new Councils in local communities to defend tenants' interests.

* We hold an annual conference of all interested organizations and individuals to forge a housing program and to plan related city-wide activities.

* We issue a monthly publication - Tenant News - which provides up-to-date information on housing legislation and activity.

Landlords and real estate groups have their organizations to protect their interests. Businessmen have their associations. Tenants must have their spokesman.

The Metropolitan Council on Housing is the only federation in New York City fighting for the needs of the tenants.

If you agree with our program, join us. Organizational affiliation is our base. Individual membership is also welcome.

Tear off the coupon below and mail it in.

.....

☐ Organization - $10.00 a year

☐ Individual - $ 5.00 a year

☐ Sustaining - _____ a month

☐ Contribution - _____

Name _____

Address _____

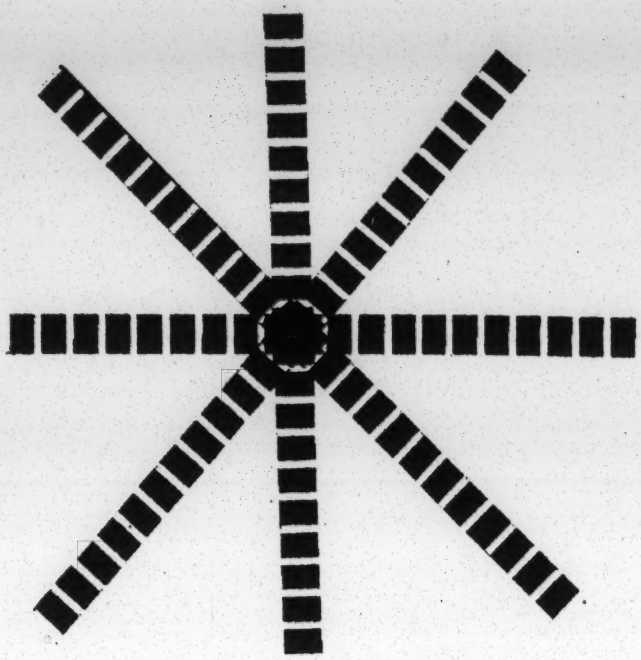
Organization _____

Address _____

Tel. No. _____

Date _____

METROPOLITAN COUNCIL ON HOUSING
215 West 23rd Street
McBurney Branch Y.M.C.A.
New York 11, New York



CAMBRIDGE RESIDENTS

NEED

SKILLFUL TECHNICIANS

FOR

MODEL CITY & CRP PROGRAMS

SEE JUSTIN GRAY or JIM PETERS

or write JUSTIN GRAY, City Hall, Cambridge, Mass.

(SALARIES LIMITED BY VIET NAM WAR EXPENDITURES)

Michael ABELOFF

1. Majority of CDA Residence of Neighborhood
Elected by manner selected by "

2. Veto by Referendum

3.

What is Charter of C.D.A
" work out WORK PROGRAM

HUD TAYLOR
Boggs
Pharr

1. Funded open ended Freely Negotiated -
whether or not we are supportive

2. Needs MONOTORING "Watchdog"

3. Technical Skills -
Black Advocacy. Self Determination

Eddie Johnson

Mr Sellgman

Pentagon Program superimposed -
Direct to the People

? Federal Government

Waterburg Connecticut Mr. Marchi Attorney White for B.P. Coalition

POWER
SELF DETERMINATION

Arthur RUBEN author of AIP.
Robert
1964.

COMMENTS
Werner Chapel Hill

"Found a ball that was ready to Roll" Quaker Saying.

#3 Blind Add.

Planning is the BRIDGE between the 2 Societies

MODEL CITIES

Housing & Metro Dev.

THABIT

325 - 335 - Members

100 - Washington Meeting -

Philadelphia
N.Y.C.

Chapters

2 Md Q

Howard University

Rutgers. Univ. 6 Names - School Chapter. 1 ST

Chester JONES. (N.)
FREEDOM PLANNER.

Mel Mitchell.

Potential Purposes and Functions of a PEO Chicago Chapter

Objectives

1. To provide a means whereby planners and planning students can gain practical experience in the requirements and methods of working with low-income and civil rights groups.
2. To assist community groups in articulating their needs.
3. To advise community groups regarding the availability of federal, state and local programs and how they might be applied in specific situations.
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5. To serve as a meeting ground for planners already involved in serving inner-city communities, so that they may exchange ideas and initiate mutual action, if necessary.
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2. Determine the nature, extent and feasibility of the request, through initial contacts with the community group.
3. Select a planner who is willing and able to assist the applicant group.
4. Locate additional assistance for the planner, if that become necessary.
5. Provide general guidance and review.

Arthur Bassin, Chicago

INFORMATION REPORT FOR PEO ADOCACY CATALOGUE

I would like to report a situation which may be suitable for inclusion in the advocacy Catalogue and the Advo-Cases studies.

Information on Reporter

1. Name: Profession:

Address Telephone:

2. Nature of reporter's interest or involvement in the situation:

Information about advocacy situation

3. Type of incident, issue or interest involved:

4. Geographical location of the situation:

5. Principal community and government organization(s), group(s), or individual(s) who are active in the situation:

Name	Purpose of group	Address	Telephone
A.			
B.			
C.			

6. Professionals who assisted the parties listed above:

Name	Profession	Address	Telephone	Assisted Group
A.				
B.				
C.				

7. Rule of advocate:

8. Results and achievements of situation to date:

9. Present status of the case:

10. Situation does ( ), does not ( ) warrant full case study report. (Check one box)

Reporter would ( ), would not ( ) be willing to research and write this case study.

Please use reverse side for additional remarks.

Mail to:

Barbara Z. Sedlin; PEO ADVO-CASES, 1185 Park Ave. Apt. 10K
New York City, New York 10028

FROM: COUNCIL OF 12

RE: CITIZEN PARTICIPATION IN MODEL CITY PROGRAM

I Statement of Problems

We want total, meaningful, citizen participation at every stage and every level of the plan. Citizen participation has been zero and the current proposals grossly inadequate. The word is out and we want in.

We, the twelve (12), duly authorized representatives of the four (4) Model Cities Neighborhoods are submitting this proposal to insure that we are not only heard, but involved.

II Goals of Neighborhood Participation

1. Clear majority control on Model City agency (by Target area residents)

2. Twelve (12) representatives to be elected by the residents of the four target areas, (within each target area).

3. Local veto power for each neighborhood by target area representatives.

4. Representative to Council (Model City Agency) to communicate two ways but has power to vote and act. (Must attend Model Cities Agency's meeting and be responsible to report to target area residents.)

5. Need an attorney present at all times, (and technical adivsors or advisor.)

6. Neighborhood representatives to be paid.

7. Committee of twenty-one (21) - 6 city appointed members, 3 Board of Education members, 12 neighborhood representatives, to constitute the Model City Agency.

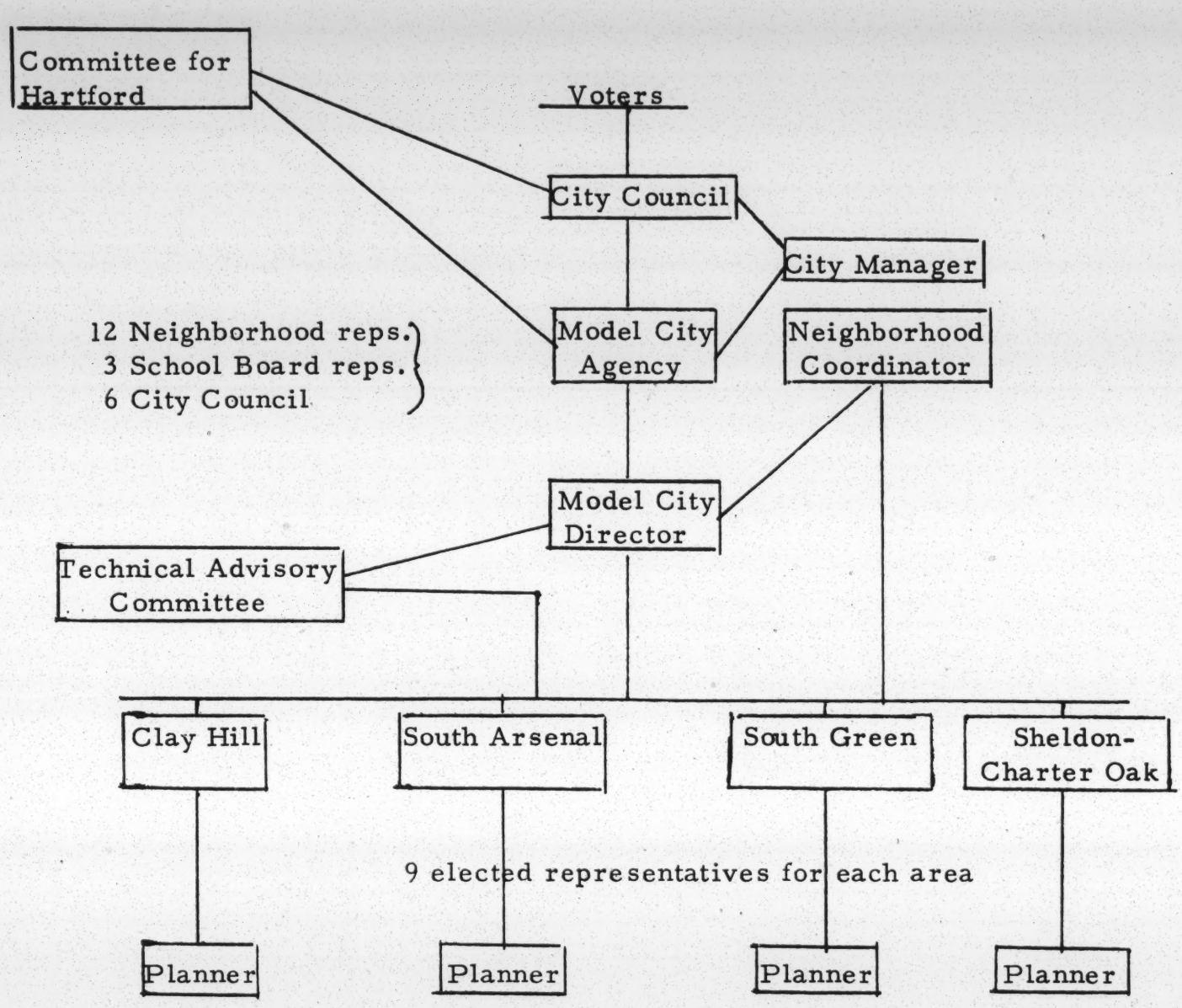
8. Each target area representative will select their own paid planner for their area.

9. No target area will be cut out of the funds.

10. The selection of the neighborhood representatives should be by an open election, by target area residents namely South Green, Sheldon-Charter Oak, Clay Hill and South Arsenal.

11. The League of Women Voters would be requested to administer the election in the target areas.

January 15, 1968
jh



All of these elements in this chart would be in communication with each other.

AVAILABLE TO ASSIST MODEL CITY AGENCY AND NEIGHBORHOODS:

1. City Manager and all city agency personnel
2. Technical Advisory Committee
3. Committee for Hartford

NEIGHBORHOOD REPRESENTATIVE AND STAFF

1. 12 Primary representatives
2. 24 additional representatives
3. 4 Neighborhood Planners
4. 1 Neighborhood planning coordinator

1/15/68
jh

DRAFT DISCUSSION OUTLINE
CITIZEN PARTICIPATION IN MODEL CITIES

Purpose of the Workshop: To review the Model City program and to outline an advocate planning approach to it.

Background: The Model Cities program offers only $10 to $20 per capita per year for three years in extra monies for the 63 cities approved by HUD. This is a minimal - and token - amount of new money coming into the Model Cities areas. In addition, housing and other governmental programs are to be concentrated in these areas. Cities are also expected to coordinate their own programs and services. Maximum participation of the poor offers the hope that local control and influence on on-going and new programs can be substantially increased. Starting with this basic framework, discussion will concentrate on the following questions and issues.

1. Policies on Citizen Participation: Should model cities areas accept or reject the program. A basic question is whether new housing will be for the people who might be displaced. Acceptance or rejection should also depend on the degree of local control possible in any city and on the relationships between the city and the local community.

2. Local Control: Model City neighborhoods should have a clear majority of members of Community Development Agency (CDA) appointed by neighborhood. A large neighborhood planning and implementation committee should also be established, with approval or veto power over plans. There may be separate committees for separate neighborhoods. In cities where applications have not yet been filed, local community should demand a full voice in the development of the program and provide for local control at that time.

3. Local Communication: Neighborhood representatives on CDA's should accept as part of their responsibility keeping the community fully informed of progress. Community planning committees should accept as part of their responsibility keeping the larger community informed through mass meetings, etc. Continuous communication and accountability of neighborhood representatives as buffers between the city and the community.

4. Forming Model City Committees: In areas which are stable and well-organized, no problems with structuring a representative committee are anticipated. In areas which have recently had population shifts, where different ethnic and racial groups compete, where institutions do not serve the current population, there may be difficulties. One answer is a carefully weighted system of representation; another is the establishment of a completely open committee, open to whoever desires to participate.

5. Employing Staff and Consultants: If the local neighborhood controls CDA, it should have authority to appoint staff and consultants and supervise their work. If not, it should seek right to approve top staff and consultants. If it does not win this demand, it should demand expert assistance, in the several pertinent fields, which is responsible to it as federal regulations provide. In cases where satisfactory technical assistance is not made available, the community should move to get advocacy assistance as well as complain to HUD.

6. Staff and Consultants: Staff and consultants should engage in a continuous dialogue with a large community committee - perhaps on a weekly basis - to insure that mutually acceptable plans will be prepared. Staff to present findings, test community ideas and report results, help community to develop non-profit sponsors and organize other ventures, assist in confrontations with official agencies, and develop the Model Cities plan in accordance with community wishes. Many communities will want to employ black planners, but they will not always be available. In such communities, white planners will have to build credibility, slowly and perhaps painfully. Both black and white planners must involve residents in the planning process, educating and teaching as well as planning.

7. Employing Residents in Planning: Depending on the size of the program, one or more qualified residents should be employed in the program, and subsidized to undertake planning training on the graduate or undergraduate level. Use of local residents on surveys and other work should also be maximized. Non-professional jobs in the program should be filled by local residents.

8. Program: The program is open-ended, calling for housing improvement and any of a dozen different varieties of social, economic, educational, health, recreational and similar improvements. New regulations will make it possible to move on renewal without total plans; adequate housing for those displaced may become the critical factor in such plans. Enormous problems are already emerging in attempts to coordinate and integrate the physical, social and economic programs in large cities. New bureaucracies are springing up, and may create more difficulties than they solve.

9. Local Enterprises: Community should initiate non-profit sponsorship of 221d3 FHA housing, turnkey public housing and other construction, both profit and non-profit, and should seek to employ local architects, builders, contractors, legal assistance and management. Business enterprises including cooperative food and other retail establishments and manufacturing enterprises should also be programmed. A start on identifying contractors, other entrepreneurs and non-profit sponsors should be made as soon as the program gets under way. Ways to confront unions with demands for use of local labor should also be initiated early.

10. Strategies for PEO: A guide to the advocate approach in Model Cities should be prepared and transmitted to the 63 Model Neighborhoods. PEO position on Model Cities should be adopted.

11. Strategies and Actions for PEO: Following are several possibilities for PEO and other organizational action:

a. Development of an advocate's guide to the Model Cities program.
b. Development of a position paper on the Model City program.
c. Transmittal of positions on Model Cities to HUD and other federal agencies.
d. Direct advocate assistance to Model Cities neighborhoods.
e. Participation with Citizens Crusade Against Poverty, the ~~International Federation of Church Organizations~~ and other national groups in regional workshops and other educational and advocate efforts.

Interreligious Foundation for Community Organization

PEO Inaugurates New Service

In view of the growing volume, diverse origins and scattered locations of advocacy planning situations, PEO feels that utilization of accumulating knowledge would be substantially enhanced by the existence of a central repository information sharing and contact agency advocacy planning experience. With this objective in mind, PEO is currently undertaking the development of a catalogue of advocacy planning situations, including pertinent facts about them, and the collection of a series of advocacy case reports. It is intended that the catalogue and case studies eventually provide a foundation for comparative analyses and generalizations on the handling of advocacy situations.

Sutstantial progress in the development of this project depends, to a great extent, on the contributions of PEO members. A form on which to report advocacy situations is being distributed at the second annual conference and by mail. It is urged that all members aware of such situations complete and return these forms. Persons desiring to make a greater contribution will be encouraged to a more complete narrative; and analysis of a case. The first ADVO-CASE is available for distribution at the conference and upon request.

Leaving the debate upon the proper interpretation of advocacy planning to the conference and academic halls, a rather unrestricted view of advocacy is being utilized for the purpose of obtaining a catalogue of broad scope. Cases will be included whether or not they adhere to current PEO policy positions and other political orthodoxies, whether they involve professional city planners or other substantive specialists as advocates. So it dosent't appear that the method completely lacks madness, it is requested that submissions be concerned with public planning or policy situations which involve the specific interests or participation of groups outside the official planning bureaucracy . The ADVO-CASE reports will focus on instances in which the viewpoint or plan of a particular interest.

We thank you for your cooperation.

Barbara Z. Sedin, Project Developer, ADVO-CASES
David Stoloff, National Coordinator, PEO

PLANNERS FOR EQUAL OPPORTUNITY

Purposes: Recognizing the positive contribution which planning skills and concepts could offer to the struggle of minority groups for equal opportunity, and realizing the inequities and abuses against these minorities which too often result - either by deliberate intent or unconscious neglect - from the programs and actions of public and private agencies and institutions, Planners for Equal Opportunity dedicates itself to use its professional competence to safeguard the rights of minorities, to oppose discrimination, to provide equal enjoyment of the fruits of this affluent society, and to support the increase of political influence and independence of minorities.

Organization: Planners for Equal Opportunity is a national membership organization of approximately 300 planners and allied professionals. PEO activities are carried out primarily through chapters organized in metropolitan areas, states and regions. The Policy Committee, which represents various regions of the country, proposes national policy and oversees the organizational and constitutional structure. The Steering Committee, appointed by the President from members in the New York area, carries out the directives of the Policy Committee, publishes EQUALOP, the newsletter, and provides assistance in organizing and activating local chapters. There are 2 categories of membership: Active and Supporting. Active members have voting rights and accept an obligation to participate in PEO programs. Supporting members do not vote. but can attend meetings, join in policy discussions and receive all publications.

Planners for Equal Opportunity will seek the support and cooperation of professional bodies such as the American Institute of Planners, but will in no way seek to compete with or speak for those organizations, nor be bound by their official policies or scope of activity.

Program: To carry out its purposes, the organization will engage in the following activities:

1. Develop an action program in which individual members will offer advice and professional aid to local or community groups involved in the struggle for equal opportunity and assist in bringing planners and such groups together for these purposes.

2. On its own initiative and in response to requests, prepare statements or position papers on general issues within its competence, related to the struggle for equal opportunity, and re-examine planning principles and practices where they impair equality of opportunity.

3. Publish a newsletter and other materials; act as a clearinghouse for planning efforts to aid the struggle for equal opportunity; communicate with planners, allied professionals and public officials to enlist their support and cooperation and publicize our positions to the general public where appropriate and desirable.

4. Promote the entry of members of minority groups into planning and allied professions and encourage professional schools to recruit minority applicants by making scholarships and other financial aids more available to them.

5. Undertake such other activities as its membership may find necessary to carry out its purposes.

MEMO

38 Peachtree Circle, N.E.
Atlanta, Georgia 30309

TO: PAUL

FROM: Mulford

SUBJECT:

for routing
circulate
answer
return
destroy
to files

In light of the national as well as the Southern situation and the possibility that you & I will want to re-orient the UPP approval for SRC, I felt the attached of interest in what others are thinking!

After the Annual Meeting & the Executive Committee meeting and you know where I stand for 1969 I would like to see what we could work out for AIA placement program on Black Students & Archts. I still think the could be a constructive program

38 Peachtree Circle, N.E.
Atlanta, Georgia 30309

RETURN SHEET

WORKSHOPS

Check which Workshops you are interested in participating:

Saturday:
- *New Towns Policy ____
- *Economic Development Policy: Manpower Utilization and Income Distribution ____
- *Future of Model Cities Policy ____
- *New Approaches to Housing Urban America ____
- *Metropolitan Planning Reviews: State and Local Implications ____

Monday:
- *Modal Integration in Design of Urban Transportation Systems ____
- *Model Cities Planning: Citizen Participation ____
- *Basic Problems in New Towns Design ____
- *Estimating Metropolitan Recreation Demands ____

Tuesday:
- *Planners in Anti-Poverty Programs ____
- *Professional Registration and Interprofessional Relations ____
- *Expediting Entrance of Minorities into the Profession ____
- *Talk Back: The Training of Planners ____
- *The Changing Role of AIP Membership Standards ____

Questions which I would like to have raised at the workshops:

_____

_____

_____

_____ I am interested in working on the Conference Committee.

_____ I am interested in other confrontation activities.

Name: _____

When you arrive in Pittsburgh, check in at the PEO Headquarters Suite or at the table in the registration area. Help will be welcomed in manning the tables, making posters, distributing leaflets, typing press releases, reproducing leaflets and other important jobs.

MODEL CITIES IN PITTSBURGH

This meeting will be PEO's major activity at the AIP Convention. We will jointly sponsor with Model Cities community people in Pittsburgh a look at their program. The meeting will be held Sunday, October 13, 1968 at 6:30 P. M. at a local church. Among the topics that will be up for discussion:

1. The needs of Pittsburgh's Model Cities area and the possibilities for satisfying them through the Model Cities program.

2. The relevance of planning in Model Cities; the lack of trust in planners and city agencies; the need for planners.

3. The problems and possible hangups in planning and execution and ways of dealing with them.

4. Problems of conflicting local organization and possible solutions.

A panel of local Model Cities residents and PEO planners will discuss these and other relevant issues, and develop whatever positions or action seems desirable.

Conference participants and neighborhood people will be invited.

Planners for Equal Opportunity Resolutions to AIP

WHEREAS democracy and technology have created in America the most affluent society in the history of mankind, and,

WHEREAS our society is fully capable of providing adequate housing, full employment, increased mobility, quality education and equality of opportunity for all, and,

WHEREAS millions of Americans, largely because of racial discrimination, lack the skills to enable them to secure decent jobs, are served by schools which provide little more than custodial care, are forced to live in dilapidated, blighted housing, are subjected to physical and psychological brutality and humiliation, are the victims of private, semi-public and governmental bureaucracies whose policies and procedures have the effect, and frequently the intent, of perpetuating oppression and inequality, and that these create the poverty, frustration, hostility and tension which are used as excuses to justify perpetuation of the system, and,

WHEREAS the federal, state and local funds which will be invested in housing, transportation, sewer and water, welfare and other programs within the next decade, and the policies of governmental agencies providing incentives to and restraints on the private sectors of the economy will have major impact on the allocation of benefits and the distribution of opportunities among the people of America, and,

WHEREAS members of the American Institute of Planners will play key roles in developing the plans for the location and design of these facilities and systems and establishing and administering the guidelines for these programs, and,

WHEREAS it is the obligation of the planner to plan with the people affected by his plans and for their benefit rather than to perpetuate an oppressive, discriminatory system or to satisfy the narrowly perceived best interests of the planning profession, and,

WHEREAS the theme of the 50th Anniversary Conference of AIP is "Optimum Environment with Man as the Measure," and,

WHEREAS the failures of American democracy to provide equality of opportunity to all Americans have brought the cities of our nation to the threshold of revolution,

NOW THEREFORE BE IT RESOLVED, that the considerations cited above shall be the major criteria on which AIP nationally and through its chapters shall evaluate existing and pending legislation, and shall support, seek to amend or oppose such legislation on this basis, and,

BE IT FURTHER RESOLVED, that these considerations shall guide the conduct of the professional planner in encouraging participation of the poor and members of minority groups in the development of plans which affect them and which are, presumably, for their benefit, and

BE IT FURTHER RESOLVED, that these considerations shall guide the professional planner in evaluating alternative courses of action, and that the planner shall base his recommendations on a conscious and deliberate effort to provide maximum benefit to Negroes, to other minority groups and to the poor, and,

BE IT FURTHER RESOLVED, that in order that the policies stated above be implemented, the following specific actions be taken by AIP:

1. That a special committee be appointed and charged with the responsibility to utilize the considerations cited above in developing criteria for the evaluation of the character, adequacy and effectiveness of existing governmental Policies and programs, to evaluate those programs and to present these findings to the next annual conference;

2. That these criteria and evaluations be presented to the membership for acceptance or modification at the next annual conference and become the basis of AIP positions regarding existing and proposed legislation;

3. That AIP find ways and means to provide planners to serve as advocates for the poor and minority groups to aid them in identifying and articulating their needs and achieving their goals;

4. That AIP encourage close liaison with the poor and minority groups and representatives and organizations selected by them in order to determine their needs as the basis for planning;

5. That AIP expedite the entrance of members of minority groups into the planning profession and report annually on its progress;

6. That AIP recognize only those professional planning schools which include in their curricula field experience with citizen groups; and,

BE IT FURTHER RESOLVED, that the President of AIP be called upon to provide opportunity for presentation and discussion of this resolution at the Thursday morning conference session -- "The Urgent and the Important."

Washington, D.C.
October 3, 1967

PLANNERS FOR EQUAL OPPORTUNITY

17 Murray Street, New York, N. Y. 10007 • 212 - RE-2-8881

PRESIDENT
Walter Thabit

VICE-PRESIDENT
Kenneth Simmons

SECRETARY-TREASURER
T'ing Pei

NATIONAL COORDINATOR
David Stoloff

CHAIRMAN, STEERING COMMITTEE
Peggy Latimer

EQUALOP EDITOR
Hall Winslow

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Ricki Kramer
Peggy Latimer
T'ing Pei
David Stoloff
Hall Winslow

MEMORANDUM

To: PEO Membership

From: T'ing C. Pei
Secretary-Treasurer

Re: 1970-1971 Dues

The Policy Committee has adopted a revision in the dues structure of the organization. Henceforth, dues will be established in relationship to income. A graduated dues schedule is employed by numerous other organizations, and it is particularly appropriate in an organization such as ours.

There were several compelling reasons for making this change. The operating expenses of PEO have been rising in response both to an increasing level of activity on the part of the organization and to inflation. A corollary of this problem has been the absence of resources with which to expand the level and quality of services to our members, to our Chapters, and to community groups seeking our assistance. Income is derived almost entirely from dues and now no longer covers expenses.

Despite our growth, we have been persistently plagued by the presence of some members who will not contribute anything to the organization. Indeed, with these members, dues collection itself has been difficult. We will be much more strict in the future with delinquent members, many of whom may in fact belong to PEO only as a means of salving their guilty social consciences. We have accepted the likelihood that this revision in dues will result in a reduction in the total membership, but we feel confident that we will retain those with a real commitment to the purposes of PEO.

Attached to this memorandum is the dues schedule and information concerning your present dues status. Members with a long history of delinquency will also find enclosed your address plate, signifying your removal from our membership files. Such members may be reinstated by returning the plate with the amount in arrears and dues for the forthcoming 1970-1971 fiscal year. As a result of the graduated schedule, there will no longer be a category of student membership.

Because of the change in policy, this year's dues notice is going out late. We would appreciate it very much if you could respond promptly to this request. Thank you very much for your cooperation.

TCP:gs
Enc.

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5. Provide general guidance and review.

Arthur Bassin, Chicago

Name and Address of Record:
(Please indicate any changes.)

Moreland Smith (A)
[illegible] Forsyth St., N.W.
Atlanta, Ga. [illegible]

Paid through 6/30/70.

Membership Class: (Through 6/30/70.)

Regular	(X)
Supporting	( )
Student	( )

AMOUNT IN ARREARS ---------- $ 0 A

Plate enclosed? ( )

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$10,001-$15,000	$20
$15,001-$20,000	$25
$20,001-$25,000	$30
$25,001-$30,000	$35
$30,001-or more	$50

1970-1971 DUES (from Schedule) ---------- $_____ B

REMITTANCE (Sum of Line A plus Line B) --------- $_____

Please return this form with your payment. Thank you.

ADVO-CASE #1

St. Catherine's A.M.E. Church and Other Groups; New Rochelle N.Y.; Low and Moderate Income Housing

As an outgrowth of the field work program at Hunter College, in August 1967, a second year graduate planning student was seeking a local group in need of planning assitance. From his vantage point as a city planner in New Rochelle, the student was well acquainted with the local planning environment and political atmosphere in the community. In brief, there was a lack of any positive community efforts to expand the supply of adequate housing for low and moderate income residents, in general, and the Negro community, in particular. Any public action which could be labeled, correctly or incorrectly, "public housing" was an anathema. In this dormant context, the planner took the initiative and approached two prospective clients, the Housing Subcommittee of the New Rochelle Human Rights Commission and St. Catherine's A.M.E. Church, a small, active, Negro congregation interested in sponsorship of housing under Sec. 221(d)(3) of the National Housing Act. The chairman of the Housing Subcommittee requested and received written permission from the Mayor for the planner's services as a voluntary consultant. After two weeks of exploratory conversation and investigation, the pastor of St. Catherine's formally accepted the planner's offer of assistance in planning and promation of the housing project which the church had heretofore been handling in a passive manner. As part of the understanding, the pastor agreed to introduce the planner at a congregational meeting and let him outline the formal requirements and responsibilities of the project, as well as some of the unofficial complexities of the program, for the purpose of gaining a greater degree of committment from the membership.

In this fashion, the planner acquired two clients to foster the objective of expanding pressure for low and moderate income housing. The activities of the two groups were to complement each other in the following manner: The subcommittee would launch a general compaign for community support of a low, moderate and middle income housing program

and function as a supporting lobby for specific proposals which St. Catherine's would initiate. Subsequently, the activities of these two groups stimulated other parties interested in better housing to come forward on an individual and collective basis. As an unforseen by-product, a housing lobby group previously organized but dormant, was activated; a new coalition group of ministers was created; and three new sponsors for low and moderate income housing were available. All of these groups together now constitute an active lobby that can be mobilized to pressure for low income housing in a community where the issue was a dead one six months ago.

The planners work with the housing subcommittee consisted od a documented report on the shortage of low income housing accompanied by specific recommendations for action. This report was deliberately released during the mayoralty campaign and it was covered in front page articles in the New Rochelle Standard Star. Political contestants felt obliged to comment on the situation but after the election, reaction to the report was absent and the dialogue that it was intended to stimulate never materialized. Certain members of the housing subcommittee wish to confront the City Council with the issue directly and miletantly. However, this action has been temporarely deferred until council reacts to several proposals for housing sponsored by the additional groups that have become the clients of the planner.

Of particular interest in this case is the planners relationship to St. Catherine's leadership. Although the planner entered the situation believing that he would work on a second 221(d)(3) project for the church, initial investigation revealed that the procedual steps necessary to implement sponsorship of the first project had not been undertaken. None of the following prerequisites had been completed: A zoning change; tax abatement; retention of an enpeditor; submission of FHA documents. The church was unaware of the crucial need for tax abatement by Council prior to serious consideration of the project by FHA. The seemingly logical sheft in emphasis towards achievement of some progress in implementing the first project required delicate handling on the planner's part. The drive to grind through the FHA requirements was not naturally forthcoming because the church leadership had embarked on sponsorship of the housing as a

means of financing a new church building from the proceeds of the sale of the site that they had acquired at an earlier date. Thus, the 221(d)(3) was a strategic objective rather than a primary goal of the church. Moreover there was a reluctance to shift emphasis and initiate the necessary action both for fear that the advocate planner, seen as a young white, professional by the client, was putting unnecessary obstacles in the path and for fear of appearing ignorant of the complexities that the planner outlined.

Once the church leadership become convinced of the importance of achieving progress on the first project, the planner had to decide on just how much of the work had to be undertaken by the client in order to ensure their continued committment to the project and their ability to see it through. The planner chose not to carry out the work completely on his own initiative because he felt that a weak envolvement of the client in the gradual promotion of the project would lessen its ability to handle problems associated with the 40 year project and reduce its committment to the project. Adopting this strategy meant that the planner informed the church leadership of all steps necessary to implementation, posted the client on his progress as he went along indicated activities in which the client could take the initiate or participate whenever possible, introduce the client to his contacts and arranged meetings between the group and other parties involved. Although the planner did a great deal of the prepatory work leading to the tax abatement or prodded the church's lawyer to complete necessary tasks, the pastor made the presentation to City Council requesting the tax abatement on 80% on the assessed value. By informing and involving the pastor, the planner eventually secured the pastor's more active interest in the success of the undertaking. This result was demonstrated when the pastor pressured the lawyer-congregant, who was slow about preparing his part of the FHA submission after the grant of the tax abatement by council, to do the work

or to give it to the advocate planner to complete.

Several important facets of advocacy emerge from this case. It is quite clear that the planner's position inside or, at least on the fringe of the establishment facilitated his activities as advocate planner and benefited the client. Specifically other Westchester communities could be asked for data on tax abatements granted and information secured from FHA and other HUD officials while wearing his "City employee hat". The assessor, the coporation council, and the city manager were all accessible to him for conversations concerning the benefits that such a project would bring to New Rochelle which would justify the present tax abatement. Certain official parties who favored a certain policy or action but who declined to support it openly, could let their views be known quietly through him. On the whole, the advocate had access to information and to people that would have been difficult to duplicate had he been outside the system.

An interesting feature to note is that the advocate planner's need to "sell" himself did not disappear once the prospective client agreed to his services. The advocate had to lay a foundation for client trust before he could proceed with substantive work with any speed and before he could with any speed and before he could successfully render advice. Once this confidence in the planner existed, it was possible for him to modify both the clients goals on plans while working harmoniously with the goup.

At the same time, the planner's objectives also altered as he become educated. The planner gradually realized in this case that helping the client to become an effective pressure group and a stronger institution superceded the importance of immediate sponsorship of the housing project. The principal role of the advocate planner may be to develop the potentialities of the group - showing it how to get information, apply pressure etc. - so it functions without his aid. If this case be representative of what kind of assistance such groups may need, the concept of planning in such instances and the preparation for it must differ from traditional and current ones, whether

physical or socio-economic in orientation.

Perhaps the most important accomplishment of this case is not the implementation of the specific objective, which may be considered a "sap" to placate the Negro community, but the reopening of the low income housing issue and the creation of a supporting lobby. While the planner acted as an advocate in the community, other individuals and groups interested in such activity heard of it and volunteered their aid. The opportunity was present to create a new sponsor and lobby group for low income housing and a bigger network of contacts was established. Here, again, the planner is seen as an entrepreneur in institution building rather than as a substantive advisor.

Reported by Barbara Sedlin

INFORMATION REPORT FOR PEO ADOCACY CATALOGUE

I would like to report a situation which may be suitable for inclusion in the advocacy Catalogue and the Advo-Cases studies.

Information on Reporter

1. Name: Profession:

   Address Telephone:

2. Nature of reporter's interest or involvement in the situation:

Information about advocacy situation

3. Type of incident, issue or interest involved:

4. Geographical location of the situation:

5. Principal community and government organization(s), group(s), or individual(s) who are active in the situation:

Name	Purpose of group	Address	Telephone
A.			
B.			
C.			

6. Professionals who assisted the parties listed above:

Name	Profession	Address	Telephone	Assisted Group
A.				
B.				
C.				

7. Rule of advocate:

8. Results and achievements of situation to date:

9. Present status of the case:

10. Situation does ( ), does not ( ) warrant full case study report. (Check one box)

Reporter would ( ), would not ( ) be willing to research and write this case study.

Please use reverse side for additional remarks.

Mail to:

Barbara Z. Sedlin; PEO ADVO-CASES, 1185 Park Ave. Apt. 10K
New York City, New York 10028

PEO Inaugurates New Service

In view of the growing volume, diverse origins and scattered locations of advocacy planning situations, PEO feels that utilization of accumulating knowledge would be substantially enhanced by the existence of a central repository information sharing and contact agency advocacy planning experience. With this objective in mind, PEO is currently undertaking the development of a catalogue of advocacy planning situations, including pertinent facts about them, and the collection of a series of advocacy case reports. It is intended that the catalogue and case studies eventually provide a foundation for comparative analyses and generalizations on the handling of advocacy situations.

Sutstantial progress in the development of this project depends, to a great extent, on the contributions of PEO members. A form on which to report advocacy situations is being distributed at the second annual conference and by mail. It is urged that all members aware of such situations complete and return these forms. Persons desiring to make a greater contribution will be encouraged to a more complete narrative; and analysis of a case. The first ADVO-CASE is available for distribution at the conference and upon request.

Leaving the debate upon the proper interpretation of advocacy planning to the conference and academic halls, a rather unrestricted view of advocacy is being utilized for the purpose of obtaining a catalogue of broad scope. Cases will be included whether or not they adhere to current PEO policy positions and other political orthodoxies, whether they involve professional city planners or other substantive specialists as advocates. So it dosent't appear that the method completely lacks madness, it is requested that submissions be concerned with public planning or policy situations which involve the specific interests or participation of groups outside the official planning bureaucracy . The ADVO-CASE reports will focus on instances in which the viewpoint or plan of a particular interest.

We thank you for your cooperation.

Barbara Z. Sedin, Project Developer, ADVO-CASES
David Stoloff, National Coordinator, PEO

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The Hunter College planning students' movement began with a lunchtime conversation among four students in the school cafeteria. Dissatisfaction with school had been growing since the end of the initial orientation period, and as students started to know each other better their conversations had begun to revolve increasingly around their complaints about graduate school education in general, and our own program in particular. At that time we still thought that our troubles were unique, and that other programs must be better, but we have since learned that many of the problems which we faced are common to many, if not all, planning schools.

On that particular day a new element was added to the discussion when someone raised the possibility of doing something more than complaining. Perhaps, he suggested, if the students could organize themselves and specify what they wanted, they could actually get some changes in the curriculum. The four decided to ask some other members of the class how they felt about school and whether or not they would be interested in trying to change things. Over coffee that afternoon, ten students agreed that something should be done, but rejected the idea that any subgroup of the class should take it upon themselves to do it. (This "democratic", or atleast anti-elitist sentiment has characterized subsequent activities and led to heavy reliance on meetings of the class as a whole to decide most policy questions. This has proved to be a source of both strength and weakness -- strength from the near unanymity of decisions, but weakness when when responsibility for follow-up was not clearly defined.)

A meeting of the first-year class proved that the dissatisfaction was general, and it was agreed that those who were interested in working on a proposal for changing the curriculum would spend the weekend producing a draft proposal, which would be submitted to the class as a whole for revision and formal adoption, and then presented to the faculty.

On Monday morning a mimeographed copy of the proposal was given to the Chairman of the department. He had already been notified of the nature of the discussions and had agreed to meet with the class Monday afternoon to discuss the proposal. At the afternoon meeting the Chairman said he welcomed the proposal, since similar ideas had already been discussed by the faculty-- perhaps the students' pressure would provide the push needed to get things moving. After agreeing to accept the proposal as a

basis for discussion about curriculum reform, he asked that a committee of five students be elected to meet with the faculty and work out details of implementing it, starting with the spring semester, if that were at all possible.

The text of this initial proposal is as follows:

The Proposal

The first-year planning students present the following proposal as an alternative to the present approach to planning education. We believe that this proposed program is necessary and desirable in light of the needs of the community and the developing involvement of the university and its students in the process of social change.

This program constitutes a radical departure from contemporary graduate education because it changes the focus of the educational process from the formal classroom to participation in the process being studied. At the same time, this innovation has been tested at several other institutions with highly satisfactory results.

The specific program we propose is the result of many hours of intense and sometimes passionate discussion in which many policies were debated and several alternative proposals considered. We have selected the following as the plan we advocate because it is a workable alternative to the formal classroom method; because it is specifically designed to provide for flexibility in meeting the distinguishable needs of individual students; because it provides a realistic context in which to study and learn the subtleties of dealing with community organizations, while having the benefit of guidance by the faculty; because it provides a realistic and interest-motivated starting point for individual study and research; and because it provides an immediate opportunity for responsibility in the dynamics of social change.

I

A. The planning department constitutes a consulting planning organization which contracts with community organizations and other clients for specific planning projects.

B. A student-faculty operations committee makes contact with potential clients, gathers preliminary information which it presents to the group for consideration. If sufficient interest in a project exists, the interested people form a team to undertake the project.

C. Team operation: The work of each team is coordinated by a student project director. Each student should be a project director at least once. Students may decide to devote all of their time to one project for its duration or may work on several projects at the same time. There will be a member of the faculty participating on each team.

II

A. Each member of the team has the professional guidance and tutorial services of the faculty member of the team.

B. Lectures and seminars by the faculty and guest lecturers will be scheduled as the need for specific information or techniques arises or is anticipated.

C. Exchange of information throughout the class will be accomplished through the distribution of team progress reports, individual annotated bibliographies, and project histories.

III

A. The faculty is responsible for overseeing the individual projects in order to maximize the educational opportunity in each project. As part of the tutorial process a faculty member may suggest independent reading or related research.

B. The students will be responsible for ascertaining the client's goals, establishing the dimensions of the problem, dividing up the work, carrying out the assignments, making the reports and presentations, finishing up the project, and writing the project history.

C. The faculty member of the team and the project director are responsible for the planner-client relationship.

One of the advantages of this program is that it involves the students in a wide variety of planning experiences. It has, at the same time, the advantage of being able to use a tutorial relationship to guide and stimulate academic interests against the background of actual problems. The team structure provides an opportunity for students to work together and it places a premium on responsibility and cooperation. The focus on participation provides a realistic context within which the students and faculty can evaluate individual and team performance.

This proposal provides an opportunity to break with the classroom focus of contemporary graduate education and its inherent weak points, such as the apathy and intellectual stagnation which results when a student has no responsibility, other than grades, for the quality of his work. Specific information is necessary, however, and this is provided for by the opportunity for lectures and seminars devoted to specific topics. These may be scheduled on an ad hoc basis or as a series, depending on the nature of the material, as the need arises.

We believe that the opportunity is present for an immediate constructive advance in planning education. We also feel that it is our responsibility to ourselves and to the community, as its future planners, to advocate this change.

Faculty-student committee meetings began at once, with an emphasis on the problems of selecting appropriate clients and projects which would have maximum learning value.

In the mean time, the Chairman approached the higher administration to ascertain the official attitude toward departure from the straight 15-credit course system. He was informed that, in effect, "Harvard can afford to innovate; Hunter can not." He suggested to the committee, however, that it should be possible to retain the form of the old curriculum, but introduce the spirit of the new. He proposed that classes be scheduled, as usual. Each faculty member would be responsible for his class plus one "project". He would meet students at his two scheduled class sessions per week, using one of them for the materials which he wished to present in the form of lectures for those who signed up for his class, and the other to meet with those signed up for the project under his supervision. For their part, students would attend the once-weekly lectures in the classes they had signed up for, but might choose to work only on one or two projects, using them to integrate the factual information, methods of analysis, and planning techniques which had been artificially separated into specialized "courses" in the old curriculum.

This compromise seemed to be acceptable to both the Chairman and the student committee, and a faculty member was assigned to begin screening potential clients and projects. Believing that some agreement had been reached, and that meaningful changes were in store, the students retired to catch up on assignments and to prepare for final exams. It was assumed that details would be "taken care of," but no one thought to ask how.

The new semester began with the students waiting to see how their ideas would work out in practice. It was obvious from the beginning that little had actually changed. One course (Social Planning) did have a client and a project arising from some work the professor had been doing in the Bronx. Another (Urban Structures) included in its format a hypothetical client, the Borough President of Manhattan, and as a project, a plan for Manhattan for the year 2000, though it was suggested that any student who had found another project around which to organize the course material would be free to do so. The course in Methods which was scheduled to begin with an introduction to computer programming allowed each student to write his own FORTRAN program, so he might devise

one relevent to a project, if he had one. Other courses were virtually unchanged, and there seemed to be some doubt whether or not some part-time professors had even heard about the new curriculum.

After several weeks, accumulated grievances, plus the growing feeling among students that they had been "bought-off with a word change" threatened to lead to another explosion. There was talk of a boycott of classes, of picketting. and similar protest action. One of the original committee members announced a class meeting to discuss ways in which the students could take over responsibility for their own learning, and avoid, if possible, the inevitable retreat into apathy and non-involvement.

That meeting never took place. Instead, the Chairman suggested a "moratorium on classes for a week" in which students and faculty would examine together the report of the President's Commission on Civil Disorders, to see if they could develop an action-oriented plan for helping to implement it in our own city and region. The students, however, insisted that any talk of examining the report should include a committment to re-examine the school's program and planning education in general, and that these issues should, in fact, take priority.

The class elected another committee, which took up the idea of a moratorium and proposed an agenda for meetings during the following week. During those meetings it soon became clear that those who were most involved in drawing up the first proposal were not the opinion-leaders this time, and that the proposal that would emerge would differ in both form and content from the original one.

As of today, March 14, it is still too soon to predict the outcome of this second round of student meetings, or of the negotiations which might follow them. There is less unity in the class this time, but on the other hand, the emerging proposal is less radical than the first one in many respects, and might, therefor, have more chance of being implemented.

STUDIES IN THE SOCIAL PSYCHOLOGY

OF RACE AND HOUSING

Papers prepared for the Commission on Race and Housing

Claire Selltiz and Stuart W. Cook
Research Center for Human Relations
New York University

March 1957

Chapter One

How People Feel and Act about Interracial Housing

CHAPTER ONE

HOW PEOPLE FEEL AND ACT ABOUT INTERRACIAL HOUSING

How does it happen that so many nonwhite families in the United States live in inadequate dwellings, crowded into areas where most of their neighbors are also nonwhite? Is it because they cannot afford better housing? Yes, in part. Is it because they prefer to live near other nonwhite families? Perhaps, in part. But the array of devices for restricting Negroes to certain areas, for keeping them out of "good" "white" neighborhoods, is striking evidence that these factors in themselves would not account for the establishment and maintenance of residential segregation. To a very considerable extent, Negroes live in segregated neighborhoods because white Americans have taken steps to keep them there.

Why should this be? In a free economy, other goods are available to anyone who can afford to buy them. Television sets do not bear signs, "For whites only." If a dark-skinned woman wants to buy a coat and can pay for it, the salesman does not consult the other women who have bought coats from him to find out whether they might object. The man who sells a car does not specify that it can be driven only in certain neighborhoods. Why is housing treated differently than other commodities?

Housing differs from other commodities in several obvious, and important, respects. It has a fixed location; its purchase, or rental, ordinarily leads to the physical presence of the owner or tenant on the premises; it is the setting for many activities which have strong emotional value - the raising of children, entertaining of friends, and the like. The owners or renters of adjacent homes are necessarily in physical proximity; they may also enter into some sort of social interchange.

They are seen by others as a group, belonging together in some way. In other words, the sale or rental of housing without regard to race has different consequences - for the majority as well as the minority group - than does the sale of other commodities. Clearly, the exclusion of minority group members from a neighborhood is an attempt to prevent these consequences.

In Chapter ~~Ten~~ Two we shall discuss the variety of influences which may lead white Americans to exclude Negroes from "white" neighborhoods. First, however, in the present chapter, we shall review the evidence about: (1) what white people say as to whether or not they are willing to live in racially mixed neighborhoods, (2) what they say they would do if a nonwhite family moved into their neighborhood, and (3) what they actually do when a nonwhite family moves in.

In both this chapter and the next, the discussion is focused on the beliefs, feelings, actions, and motivations of white Americans. There are two reasons for this emphasis. First, it seems clear that it is the white group which has set up the major barriers to mixed neighborhoods; thus an analysis of the behavior of this group and the reasons for it seems most relevant to an understanding of the social and psychological forces working toward segregation or desegregation. To be sure, the behavior of minority group members - in particular, the extent of their activity in seeking housing outside areas of nonwhite concentration - affects the maintenance or the breaking down of segregation. However, to the extent that the white majority maintains rigid practices of excluding nonwhites, the ability of the minority group to bring about patterns of unsegregated living is limited.

The second reason for the focus on the white group is the simple one that much more information is available about the views and the behavior of whites than of nonwhites. However, a few studies have included nonwhite as well as white respondents; where this material seems relevant to the discussion, it has been included.

What People Say about Acceptance or Rejection of Interracial Neighborhoods+

+ In this section of the chapter we have drawn heavily on a summary of studies of feelings and opinions about interracial living which was prepared by Dr. Helen Amerman for the Commission on Race and Housing. We wish to acknowledge our debt to Dr. Amerman for many of the points made here.

Over the past thirty years, there have been a number of studies in which people were asked questions about interracial neighborhoods: eight surveys on a nationwide basis, and a larger number in local communities. Different studies have asked different questions, and they have brought somewhat different replies. Respondents have been asked whether they think there should be separate sections of the town for Negroes and whites to live in, whether they think white home owners' agreements to sell their houses only to whites help or hurt in solving the Negro-white problem, whether they would be willing to live in the same general neighborhood with Negroes, or on the same block as Negroes, or next door to a Negro family. Some studies have asked only one such question, others have included several. Although the proportions of pro- and anti-segregation answers vary according to the wording of the questions, they fall within a range which is narrow enough to permit reliable estimates of the proportion of the population which expresses approval of segregation, and the proportion which expresses approval of integration or willingness to accept it.

Since these studies cover a period of three decades, they provide a basis not only for conclusions about how people feel about mixed neighborhoods, but -- more interesting and more important -- for tracing changes during these thirty years. Two facts are unmistakable: (1) There is considerable expressed opposition among whites to mixed neighborhoods; but (2) The amount of expressed opposition has declined sharply, to a point where, considering the nation as a whole, people are about evenly divided between those who express willingness to live in mixed neighborhoods and those who express opposition.

How People Say They Feel about Mixed Neighborhoods

The first nationwide study which included questions about willingness to accept minority group members as neighbors was carried out by Bogardus in 1926.**

** Although the 1,725 persons included in this study came from all sections of the country, they constituted neither a random nor a representative sample. According to Bogardus' description, all were native born; they were relatively young, mostly from the middle class, and had a high school or college education. On these grounds, Bogardus concluded that they "speak for the more thoughtful and forward-looking members of American life rather than for narrow-minded, older, or conservative Americans." If Bogardus' interpretation is correct, his figures should be taken as a minimum estimate of opposition to integration at the time.

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* Emory S. Bogardus, Immigration and Race Attitudes, pp. 23-26. D.C. Heath and Co., Boston, 1928.

It revealed overwhelming opposition to the entry of nonwhite families into white residential neighborhoods. Eighty-eight percent of the respondents were not willing to admit Negroes "to my street as neighbors"; 87 percent were not willing to admit Japanese as neighbors; 80 percent were not willing to admit Filipinos.+

+ The questions were asked in the form, "Would you be willing to admit...?" The response figures were: 12 percent said they would be willing to admit Negroes as neighbors, 13 percent said they would be willing to admit Japanese, and 20 percent to admit Filipinos. For purposes of comparison with the extent of opposition to mixed neighborhoods found in subsequent studies, we have transposed these figures into the proportions who would not be willing to admit nonwhite families. In assuming that all those who did not express willingness to accept families of a given group were thereby expressing unwillingness to do so, we have probably exaggerated somewhat the extent of opposition, since undoubtedly some persons who did not express willingness were uncertain rather than opposed.

Thirteen years later, attitudes showed little change. A nationwide survey conducted by Roper for Fortune magazine in 1939 found 83 percent of

white Americans favoring segregation, either through laws compelling Negroes to live in certain districts or through less formal social pressure.*

* Source: Eugene L. Horowitz, "'Race' Attitudes," in Characteristics of the American Negro, ed. by Otto Klineberg, pp. 203-4, Harper and Bros., New York, 1944; and letter from Beverly Friswold, Secretary to Elmo Roper, New York, June 5, 1956.

Four surveys conducted during or shortly after World War II found a drop in resistance to residential mixing; in these studies, on the average, two-thirds of white Americans expressed opposition to mixed neighborhoods. Specifically, in 1942, 84 percent of a national sample said they thought there should be separate sections in towns and cities for Negroes to live in; but when the question was put differently - "If a Negro with just as much income and education as you have moved into your block, would it make any difference to you?" - the number who answered "Yes" dropped to 62 percent.* In the same

* Unpublished tabulations contained in letter from Richard D. Johnson, Librarian, National Opinion Research Center, Chicago, Illinois, March 28, 1956. Referred to by Hyman and Sheatsley, op.cit.

year, four national samples of labor groups were given a list of nationality and racial groups and asked which ones they would most like to see move into a vacant house in their neighborhood, which ones least. Between 60 percent and 75 percent of the respondents -- the figure varying with the labor category -- named Negroes as the people they would least like to see move in; between 11 and 20 percent said it would make no difference to them which of the kinds of people listed moved in.* In 1944, another national sample of

* Unpublished tabulation contained in letter from Beverly Friswold, Secretary to Elmo Roper, New York, N.Y., June 5, 1956

adults was asked, "Would it make any difference to you if a Negro family moved in next door to you?" Sixty-nine percent said that it would.* In 1948, a

* Letter from Richard D. Johnson, op. cit.

PAGE PARTIALLY ILLEGIBLE

national cross-section of white adults was shown a card listing several minority groups, and was asked: "Would you prefer not to have any of these kinds of people move into your neighborhood to live, or would it make no difference to you?" Sixty-seven percent of the interviewees said there was some group they would prefer not to have in their neighborhood; 62 percent specified that they would prefer not to have Negroes.*

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* Elmo Roper, tabulation for "A Study of Anti-Minority Sentiment in the United States." Unpublished; prepared for the Anti-Defamation League of B'nai B'rith, New York, 1948.

For several years, no nationwide polls of attitudes toward interracial neighborhoods were carried out; the next published studies which included questions on this subject appeared in 1956. One, conducted by Ben Gaffin and Associates, was based on interviews carried out in December 1955 and January 1956.*

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* "How to Solve our Race Problem: Opinions of White and Negro, North and South," A Social Problems Study for the Catholic Digest. Vol. 2, detailed tables, Ben Gaffin & Associates, Inc., 141 West Jackson Blvd., Chicago 4, Ill.

This study is referred to several times in this chapter and the following one. Although most of the findings have been reported in a series of articles in the Catholic Digest, from June through December, 1956, references here are given in terms of the volume of detailed tables, which was very kindly made available to us by Mr. Gaffin. Of the Catholic Digest series, the one most directly concerned with housing is that of December 1956, pp. 13-17, "Where Shall Negroes Live?"

The other, by the National Opinion Research Center, was based on interviews in April 1956.* The results of both studies suggested a marked change during the

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* Herbert H. Hyman and Paul B. Sheatsley, "Attitudes toward Desegregation," Scientific American, vol. 195, no. 6, December 1956, pp. 35-39.

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intervening eight years. For the first time, expressions of acceptance and of rejection of mixed neighborhoods were evenly balanced. The major findings of the two studies were almost identical: one reported that 52 percent of a nationwide sample of white Americans said they would be willing to live in the same general neighborhood with Negroes;* the other reported that 51 percent of a different

* Ben Gaffin and Associates, op. cit.

nationwide sample of white Americans said it would not make any difference to them if a Negro with the same income and education as they moved into their block.*

* Hyman and Sheatsley, op. cit.

One of the studies* contained a number of other questions having to do

* Ben Gaffin and Associates, op. cit.

with residential arrangements, as well as a question which asked about the respondent's general point of view regarding segregation or integration. The questions and the distribution of responses are shown in Table 1.

[Insert Table 1 here (on separate page)]

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Table 1

Responses to Questions about Segregation or Integration*

Nationwide sample of white respondents, 1955-56

Question	Replies (in percentages)			
	Bring together	Keep apart	No opinion	
Most suggestions for solving the Negro-white problem seem to be of two general kinds - one is to keep the two races far apart and the other is to bring them close together. Which do you think is the better idea - to keep them apart or to bring them together?	48%	42%	10%	
	Yes	No	No opinion	
Would you be willing to live in the same general neighborhood with members of the other race?	52	44	4	
	Yes	No	No opinion	
Would you be willing to live next door to members of the other race?	41	53	6	
	Help	Hurt	Neither	No opinion
If every tenth house in all neighborhoods was occupied by a Negro family, do you think that would help or hurt in solving the Negro-white problem?	32	40	14	14
	Both races	Separate	No opinion	
Do you think that to help solve the Negro-white problem, a housing project should be occupied by both whites and Negroes or that the two races should have separate housing projects? [This followed a question about low-rent housing and presumably was understood as referring to public housing.]	28	63	9	
	Help††	Hurt	Neither	No opinion
Do you think that white homeowners' agreements to sell their houses only to whites help or hurt in solving the Negro-white problem?	34	43	9	12

*From survey by Ben Gaffin and Associates for Catholic Digest.

††Note that here the left-hand column represents the pro-segregation reply, whereas the answers to all the other questions have been presented in such a way that the left-hand column represents the pro-integration reply.

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Almost all of the questions showed a nearly equal division of opinion, with the balance shifting to one side or the other depending on the specific question. On the one asking for a general point of view, the edge was slightly in favor of non-segregation. With respect to the question already cited - "Would you be willing to live in the same general neighborhood with members of the other race?" - acceptance was not quite as evenly matched by opposition as might have been inferred from the figure of 52 percent expressing willingness to live in the same neighborhood with Negroes: 44 percent said they would not be willing to live in such a neighborhood, and the remaining 4 percent stated no opinion. When the question was changed to specify living next door to a Negro family, the proportions of answers were reversed. Interestingly, the question which brought the lowest proportion of answers favoring restriction had to do with white homeowners' agreements to sell their houses only to whites, and the only question which brought proportions of replies similar to those commonly found a decade earlier had to do with public housing.

Summing up these nationwide studies: they indicate a steady and rapid trend, over the past thirty years, toward a stated readiness to accept integration.

Prediction of future trend

It seems reasonable to expect that this trend toward increasing acceptance of integration will continue. This expectation is strengthened by data in one of the 1956 studies which reports the answers given by people in different age groups; the figures are shown in Table 2.

(Insert Table 2 here)

On every one of the questions, in both the North and the South the "pro-integration" answer was given more often by young people than by older ones. In both North and South, the greatest difference among age groups was on the general

Table 2

Responses of Different Age Groups to Questions about Segregation or Integration+

White respondents, North and South, 1955-56

Preference as to general approach++		Bring together	Keep apart	No opinion
North:	15-34 years	67%	24%	9%
	35-54 years	60	31	9
	55 and over	45	43	12
South:	15-34 years	20	75	5
	35-54 years	20	67	13
	55 and over	10	82	8

Willingness to live in same neighborhood with Negroes		Yes	No	No opinion
North:	15-34 years	66	28	6
	35-54 years	59	37	4
	55 and over	49	47	4
South:	15-34 years	36	61	3
	35-54 years	32	64	4
	55 and over	27	71	2

Willingness to live next door to Negroes		Yes	No	No opinion
North:	15-34 years	54	37	9
	35-54 years	48	46	6
	55 and over	42	53	5
South:	15-34 years	22	74	4
	35-54 years	19	77	4
	55 and over	12	86	2

Occupancy of every tenth house by Negro family		Help	Hurt	Neither	No opinion
North:	15-34 years	46	23	15	16
	35-54 years	37	31	18	14
	55 and over	32	42	10	16
South:	15-34 years	12	62	17	9
	35-54 years	12	66	12	10
	55 and over	7	73	11	9

Table 2, cont.

Occupancy pattern of housing projects	Both races	Separate	No opinion
North: 15-34 years	44	46	10
35-54 years	34	52	14
55 and over	25	66	9
South: 15-34 years	7	88	5
35-54 years	7	89	4
55 and over	4	94	2

White homeowners' agreements to sell houses only to-whites	Help+++	Hurt	Neither	No opinion
North: 15-34 years	25	60	6	9
35-54 years	23	53	10	14
55 and over	35	42	10	13
South: 15-34 years	54	23	12	11
35-54 years	57	23	13	7
55 and over	62	15	11	12

+From survey by Ben Gaffin and Associates for Catholic Digest.

++Exact wording of questions is given in Table 1.

+++Here the left-hand column represents the pro-segregation reply, whereas for all other questions the left-hand column represents the pro-integration reply.

question of preference for solutions which involve keeping the races apart or those which involve bringing them together.

It is, of course, a matter of common observation that young people are likely to have "liberal" or "radical" ideas, which are modified as they grow older. But in a case such as this, where the general level of the "climate of opinion" is moving in the "liberal" direction, it seems reasonable to suppose that the younger people, even though they may lose some of their ardor, will not show a marked increase in "conservatism" as they grow older.

Community studies

Studies carried out in specific communities report findings similar to those of the nationwide studies, except that they do not so clearly point to a reduction in segregationist attitudes. Some twenty studies, carried out between 1944 and 1956, have been examined.* The communities in which these

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*This represents the total number of studies we were able to locate which reported the distribution of answers to questions concerning opinions and feelings about mixed neighborhoods. It is, of course, quite possible that there have been other studies which have not come to our attention. The studies examined were:

Sidney Aronson, "Survey of Attitudes toward Non-Segregated Housing in the Lenox Street and Orchard Park Public Housing Projects," unpublished, Harvard University, 1950; cited in Silk, below.

W. H. Brookover and J.B. Holland, "An Inquiry into the Meaning of Minority Group Attitude Expressions," American Sociological Review, Vol. XVII, April 1952.

Warren Brown, The Attitudes of Whites in Westchester County towards Non-Whites and What Non-Whites Think. New York, Department of Sociology and Anthropology, City College, March, 1955.

Morton Deutsch and Mary Evans Collins, Interracial Housing: A Psychological Evaluation of a Social Experiment; Minneapolis, University of Minnesota Press, 1951.

Stuart C. Dodd and Robert W. O'Brien, "Racial Attitude Survey as a Basis for Community Planning: the Broadview (Seattle) Study," Journal of Educational Sociology, Vol. XXIII, October, 1949.

Fisk University, Race Relations Department, American Missionary Association, Pittsburgh Self-Survey of Race Relations, 1946.

Minneapolis Community Self-Survey of Human Relations, 1947.

Keith S. Griffiths, "An Audit of Intergroup Relations in the City of Seattle," A Final Report Made to the Committee on Intergroup Relations of the Health and Welfare Council of Seattle, September 1950; mimeo.

"The Measurement of Intergroup Tensions in the State of Washington and the City of Seattle"; unpublished Ph. D. dissertation, University of Washington, 1952.

Tolbert Hall Kennedy, "Racial Survey of the Intermountain Northwest," Research Studies of the State College of Washington, Vol. XIV, No. 3, September 1946.

J. Harvey Kerns, "A Survey of the Economic and Cultural Conditions of the Negro Population of Louisville, Kentucky, and a Review of the Program and Activities of the Louisville Urban League," conducted for the Louisville Urban League in cooperation with the Louisville Health and Welfare Council and the Louisville Community Chest; 1948, mimeo.

Bernard M. Kramer, "Residential Contact as a Determinant of Attitudes toward Negroes"; unpublished Ph. D. dissertation, Harvard University, 1950.

Davis McEntire, "A Study of Racial Attitudes in Neighborhoods Infiltrated by Non-Whites," Bay Area Real Estate Report, Second Quarter, 1955.

Robert K. Merton, Patricial Salter West, and Marie Jahoda, "Social Fictions and Social Facts: The Dynamics of Race Relations in Hilltown"; Bureau of Applied Social Research, Columbia University, June 1949, mimeo.

National Opinion Research Center, Chicago, Ill., survey of Minneapolis - St. Paul area for American Jewish Committee; unpublished tabulations contained in letter from Richard D. Johnson, Librarian, NORC.

J. Paschke at al., A Community Survey of the Pasco-Kennewick Area; Pullman, Community College Service, State College of Washington, November, 1949.

Natalie Rogoff, "Racial Attitudes in a White Community Bordering on the Negro District"; unpublished M.A. thesis, University of Chicago, 1947.

Arthur Siegel, Harold Orlans, and Loyal Greer, Puerto Ricans in Philadelphia; Philadelphia, City of Philadelphia Commission on Human Relations, April 1954.

Leonard S. Silk, What Kind of Neighbors? A survey of Attitudes toward Non-Segregation in Boston's South End and Roxbury Districts, Simmons College Studies in the Social Sciences, Vol. I, No.2; Boston, Division of Social Studies of Simmons College, November 1950.

Henry G. Stetler, "Racial Integration in Private Residential Neighborhoods in Connecticut"; Hartford, Connecticut Commission on Civil Rights, 1956, unpublished.

Urban League of Rhode Island, Neighborhood Housing Committee, "A Survey Made in the Elmwood Section of Providence, 1953", unpublished.

Daniel M. Wilner, Rosabelle Price Walkley, and Stuart W. Cook, Human Relations in Interracial Housing; Minneapolis, University of Minnesota Press, 1955.

Freda Siefert Kenney, "Areas of Tension in the John R. Fisher Homes as Revealed by 100 Wives Living on the Project"; unpublished M.S.W. thesis, Wayne University, 1944.

studies were carried out are not in any sense a representative sampling of communities throughout the nation. Most of them are fairly large cities. They are clustered in three general areas of the country - the Pacific Coast, the Midwest, and the Northeast; the Rocky Mountain area and the South are not represented, except for one border city. One may speculate that they include a disproportionate number of situations where there was interracial tension, since such situations would be likely to attract the attention of investigators. Moreover, different questions were asked in different studies. For all these reasons, it would not be surprising if the results of community studies did not correspond very closely to the findings of studies based on nationwide samples.

Nevertheless, it is interesting to compare the findings of these community studies with those of the nationwide surveys. As might be expected, the community studies show a considerable range in the proportions of interviewees giving replies favoring segregation, depending on the specific question wording and particular local situations. However, when they are divided into two groups - those conducted between 1944 and 1952, and those conducted in 1953 or later - they show a trend similar to that revealed by the nationwide studies, though less marked. In general,

the studies conducted between 1944 and 1952 show approximately two-thirds to three-quarters of the respondents as favoring segregation, although in one or two studies the proportion ran as high as 90 percent. In the five available studies which were conducted in 1953 or later, the proportions favoring segregation are somewhat smaller; in every case, less than two-thirds of the respondents. In one, only one-third of the respondents said they would object to having Negro neighbors; in two, more than half but less than two-thirds expressed opposition to living in a neighborhood where there were Negroes. Two others reported attitudes in three categories: approval of or indifference to living in a mixed neighborhood; qualified replies indicating elements of both approval and disapproval; clear disapproval. Both of these studies found approximately a third of their respondents in each category.

Regional Variations

Are there differences in attitudes toward mixed neighborhoods in different parts of the country? One thinks first, of course, of possible differences between the North and the South. Both of the nationwide studies appearing in 1956 report such differences. One study, that conducted by Gaffin, found that 59 percent of Northern white respondents, as compared with 32 percent of those in the South, said they would be willing to live in a neighborhood where there were Negroes.* The NORC findings were similar:

* Ben Gaffin and Associates, op. cit.

58 percent of Northern white respondents, and 38 percent of those in the South, said it wouldn't make any difference to them if a Negro with the same income and education moved into their block.*

* Hyman and Sheatsley, op. cit.

From Table 2, it is apparent that there were similar differences between North and South on other questions asked in the Gaffin study. The regional difference was most marked on the general question of preference for solutions involving keeping the two races apart or those which involve bringing them together. Well over half of the Northern white interviewees (58 per cent), but only 17 percent of those in the South, favored solutions bringing the races together.* +

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* Ben Gaffin and Associates, op. cit.

+ It would be interesting to compare North and South in terms of the changes which have taken place over time. Unfortunately, this is not possible, because earlier studies give inconsistent information. Three of the nationwide studies mentioned earlier reported data separately for different regions of the country. However, the two studies by Elmo Roper, in 1939 and 1948, showed no significant differences from region to region, whereas the NORC study in 1942 found marked differences between North and South. In view of this inconsistency and of the lack of any clear explanation for it, speculation about changes from earlier positions would be hazardous indeed.

These differences between North and South cannot be checked against studies carried out in specific communities, since, so far as we have been able to discover, no studies of opinions about residential segregation have been conducted in communities in the Deep South, and only one in a border state. However, the studies in communities scattered throughout the Northern and Western part of the country make possible a rough comparison of feelings expressed in the Far West, the Midwest, and the Northeast. Although, as we have said, individual studies show a wide range of results, these do not seem to be a reflection of broad regional differences. Rather, they seem to spring from differences in the particular questions asked, or in specific local situations, or in the time of the study. For example, a study of attitudes of 100 white housewives in a war housing project in Detroit in 1944 - that is, in a city and at a time when racial feelings were running high - found 95 percent saying that they would object to buying a home in a mixed neighborhood, 86 percent saying that they would object to renting a home in a mixed neighborhood, and 71 percent saying that they opposed "equal opportunities for Negroes in home location."* At

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*Freda Siefert Fenney, op. cit.

the other extreme, a survey of 230 families in a "good middle-income residential area" in Providence, Rhode Island, in 1953, found only 34 percent saying they would object to having Negro neighbors, 46 percent saying they would accept them, and the remainder uncertain or expressing no opinion.*

* Urban League of Rhode Island, Neighborhood Housing Committee, op cit.

An estimate of attitudes in broad geographic regions can be made by grouping the community studies according to region, listing for each study the proportion of respondents who expressed opposition to residential integration, and selecting the median figure as the most representative for the region. On this basis, six studies of communities in the Far West (Washington and northern California), from 1945 to 1955, showed a median of 63 percent of interviewees opposed to mixed neighborhoods. Six studies in the Midwest (Minnesota, Michigan, and Illinois), from 1944 to 1949, also showed a median of 63 percent opposed. Ten studies in Northeastern states (Pennsylvania, New Jersey, New York, Connecticut, Massachusetts, and Rhode Island), from 1945 to 1956, showed a median of 55 percent opposed. As we have already noted, these community studies do not provide a firm basis for generalization; there is no way of knowing whether the particular communities are representative of the broad geographic areas in which they are located. Nevertheless, the figures do not suggest any marked differences in views about residential segregation between the Far West, the Midwest, and the Northeast.

The only available study of a Southern community - Louisville, Kentucky, in 1948 - used questions somewhat different from those in other studies, and thus the findings are not entirely comparable. Sixty-nine percent of the white Louisville respondents said they thought property owners are justified in refusing to rent to Negroes property now rented to whites, and 80 percent said they would not be willing to live in a government housing project with Negroes if they needed housing.* While these figures are higher than the medians in the other regions,

* J. Harvey Kerns, op. cit.

several of the specific communities studied in the

Northeast, Midwest, and Far West showed equally high proportions favoring segregation.

What People Say They Would Do If Negroes Moved into the Neighborhood

On the basis of the two nationwide studies in 1956, taking the country as a whole, about half the white residents say they would feel willing to live in a neighborhood where there are Negroes, about half say they would prefer not to. But from the point of view of predicting whether mixed neighborhoods can be established, the question of what people are likely to do may be more directly relevant than how they are likely to feel. What evidence is available about what people are likely to do when they are faced with the possibility of a mixed neighborhood, either through the moving of one or more Negro families into a white neighborhood or through the offering of homes on an open occupancy basis? The most conclusive evidence, of course, would be a record of what people actually have done in such situations. In a later section we shall review some recurrent sequences of events. Unfortunately, however, this review will be quite limited, since reports are available for scattered communities only.

Another approach is to ask whites what they would do if Negroes moved into their neighborhood, or if they had the opportunity of buying a house in a good location where some Negro families were living. While replies to a hypothetical question cannot be interpreted as indicating what people would do in an actual situation, they may provide a better basis for predicting behavior than do inferences based only on stated feelings or beliefs. Relatively few studies have included questions about what action respondents would take if they were faced with the presence of Negroes in a neighborhood. However, at least nine studies - one nationwide survey, and eight in communities scattered from one coast to the other - have included such questions. Moreover, four of these studies provide a direct comparison of people's reports of how they would feel if a Negro family moved into their neighborhood and their predictions as to what they would do.

These studies show a wide variation in the proportions of people who say they would take various steps, but very little variation in the kinds of action they would take. The proportions of respondents saying that they would take some sort of

action ranges from 15 to 64 percent.* By far the most frequent action prediction

* We have included predictions of moving away as action, but have not so classified ignoring or having nothing to do with the Negro family.

is that the white family would move (or would not buy a house in a mixed neighborhood); proportions making this prediction range from 13 percent to 64 percent. Non-violent opposition, such as signing petitions, is the next most frequent prediction. Predictions of violence are almost absent; only in two studies did as many as one percent of the interviewees say that they would take, or that they would like to see someone else take, violent action of any sort. Three studies provided lists of alternative actions which included treating the Negro family like any other neighbor; in each of these studies, this was by far the most frequently chosen single response, given by half or more of the interviewees.

The one nationwide study which asked respondents to predict what they would do provides the best single summary. To the question, "If a Negro with just as much income and education as you have moved into your block, would it make any difference to you?", 62 percent replied that it would make a difference. However, to the further question, "What would you do about it?", only 40 percent said they would take any action. As in the community studies, the most frequent prediction was of moving away; 25 percent gave this answer. Fifteen percent said they would undertake various kinds of non-violent action in an attempt to get the Negro family to move; only 1 percent suggested violent action of any sort.*

* Unpublished tabulation contained in letter from Richard D. Johnson, Librarian, National Opinion Research Center, Chicago, Illinois, March 28, 1956.

This study was conducted in 1942. In view of the shift in attitudes toward mixed neighborhoods since that time, the exact proportions of respondents predicting that they would take one or another action cannot be taken as indicative of what the replies to such a question would be at the present time. What can probably safely be generalized, however, is the relation between the number of people who would object to having a Negro neighbor and the number who believe they would do

anything to prevent such a situation, either by moving away or by trying to keep the Negro family out. From the studies which included questions both about feelings and about probable actions, it is clear that many fewer persons believe they would take action against having a Negro neighbor (including moving away) than feel they would prefer not to have such neighbors. In the nationwide study just discussed, the difference between the two figures was 22 percent; 62 percent would object, but only 40 percent would expect to do anything. The four local studies, all in the state of Washington, in which the comparison of feelings with predicted actions was possible, had similar findings: in each one, the number of people who said they would do something to avoid having Negro neighbors (including moving away) was smaller than the number who said they would prefer not to have such neighbors.

As we have noted, replies to such questions are not necessarily accurate predictions of the behavior which will actually occur. Moreover, if even a small number of white families move away or organize protests against the Negro family, the situation for the other residents is changed. The family which would not move away when one Negro family comes into the neighborhood may move when three or four houses on the block are occupied by Negroes. This sort of development is discussed later in this chapter and in the following one.

Summary of Studies Which Ask People Their Reactions

From studies in which white persons were asked how they would feel about living in a neighborhood where there are Negroes and what they would be likely to do about such a situation, two major conclusions can be drawn:

1. Within the past thirty years, there has been a marked shift in feelings about mixed neighborhoods, to the point where approximately half the white population, taken on a nationwide basis, now voices a readiness to live in mixed neighborhoods. There are regional differences: in the North somewhat more than half, and in the South approximately one third, of the white population say they are willing to live in a neighborhood where there are some Negroes.

2. The number of persons who believe they would take any action to avoid living in a mixed neighborhood - either by moving away or by attempting to keep Negroes from moving in - is considerably less than the number of persons who view the prospect of living in a mixed neighborhood with distaste. On the basis of studies which ask people what they would do, the conclusion seems to be that most people believe they would do nothing either to welcome a Negro family, to bar them, or to move away from them. Of those who say they would take any action, moving away would be the most frequent course. Only a tiny fraction say they would be inclined to use violence to keep Negroes from moving into a neighborhood or would approve such action on the part of others.

How People Act about Interracial Neighborhoods

If one were to judge solely on the basis of what people say about how they feel about having nonwhite neighbors and what they would do about such a situation, one would conclude that there has been considerable change in recent years in the direction of accepting nonsegregated living.

Yet there continues to be a common assumption, held by both advocates and opponents of segregation, that most white people will not accept interracial neighborhoods: that they will not sell homes in white neighborhoods to Negro families, that they will not buy homes in neighborhoods where Negroes are living, that if a Negro family does move into a white neighborhood the white residents will move away as soon as possible.

What is the reason for this disparity? Are the general assumptions about the behavior of people toward interracial living incorrect? Or are there important considerations which influence behavior, other than what a person says about how he feels and what he would do, so that conclusions based on such reports are an inadequate basis for prediction of behavior?

We shall discuss the second of these questions in the following chapter. In the rest of this chapter, we shall examine the available evidence regarding the kinds of behavior which in fact occur. Unfortunately, there is little systematic evidence to be had. We do not know how often the arrival of a Negro family is followed by the moving out of white families, nor at what rate; neither do we know how many white families rent or buy homes in neighborhoods where some Negro families are living. We know that sometimes attempts by Negro families to move into white neighborhoods are met by violence; we have no way of knowing whether this happens in ten percent of the instances where Negroes try to move into white neighborhoods, or in one percent, or one-tenth of one percent, or one-hundredth of one percent.

Although the relative frequency of various reactions is not known, it is possible - on the basis of general knowledge and of an increasing number of studies of specific communities - to describe a few patterns which have recurred sufficiently often to be considered among the more probable reactions. These include the ones which are generally assumed to occur: attempts to keep neighborhoods all-white by refusing to sell or rent to nonwhite families; in the event of a breach in this "protective" system, moving away from the neighborhood; occasional threats or acts of violence. But other patterns, not generally taken into account, have occurred as well. One is the gradual transition from a white to a Negro neighborhood, brought about not by any precipitate flight of white residents but by replacement in the course of normal move-outs. Still another - completely contrary to the accepted view - is the establishment of stable mixed neighborhoods, with white families continuing to live in the area after the Negro family's arrival and with new white families moving in also.

In this section, each of these patterns is discussed.

These descriptions of what takes place in communities with regard to residential segregation or desegregation seem to us to demonstrate clearly that the assumption that white families will not live in mixed neighborhoods is incomplete; it does not take account of the wide range of behavior which actually occurs.

Refusal to Rent or Sell Homes to Nonwhite Families

The simplest way for residents of white neighborhoods to avoid finding themselves living in mixed neighborhoods is to see to it that no homes in the neighborhood are offered for sale or rent to Negro or other nonwhite families. That this is a common practice needs no documentation here. There may be highly formalized arrangements to guarantee this exclusion, or there may be no arrangements at all, but simply an unspoken understanding on the part of all residents

that none of them should be guilty of exposing the community to "invasion" by nonwhites.

In the 1890's and early 1900's, several cities - among them San Francisco, Louisville, and New Orleans - attempted to establish segregation through zoning laws. When such laws were declared unconstitutional, they were supplanted by restrictive covenants - agreements, frequently written into the deeds to land, prohibiting sale to or use by members of specified racial, religious, or nationality groups. As has been pointed out in Chapter , such covenants were encouraged by the Federal Housing Administration during the 1940's, and a substantial portion of the new neighborhoods developed during those years were covered by covenants. Although covenants were less frequent in already-established neighborhoods, they found some acceptance there as well. In many large cities, areas of good housing adjacent to Negro neighborhoods were solidly blanketed with covenants. A detailed study in Chicago in 1947 found that more than half the residential area of the city not already occupied by nonwhite families was covenanted against them; this included all the areas of desirable housing surrounding existing Negro concentrations.*

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* Letter from Loring B. Moore to Thurgood Marshall of the NAACP, dated April 4, 1947; cited by Robert Weaver, The Negro Ghetto, p. 247; New York, Harcourt Brace, 1948

Weaver points out, however, that the spread of covenants was by no spontaneous development; he reports that they were actively promoted by property owners' and neighborhood improvement associations and by the developers of subdivisions. To illustrate this, he quotes the 1944 report of the president of the Oakland-Kenwood Property Owners' Association, which he describes as "but one of at least 70 property owners' and neighborhood improvement associations reported actively engaged in the spread and enforcement of racial covenants in Chicago during 1944".*

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* Weaver, op. cit., p.250

> It is the aim of your Association to cover each block of the entire area south of Oakwood Boulevard with the new type of agreement / a covenant which could be enforced with a minimum of litigation and expense /. This means we will have to cover approximately 2,800 properties. We are pleased to report that up to December 31, 1944, 709 parcels, or over 25 percent of the total had been signed up, and your Association is proceeding diligently to secure the balance at the earliest possible date. While the percentage obtained so far may seem small compared to the total, the true progress may be appraised better when it is realized that most of these properties signed up are in the area directly threatened at this time....
>
> It was originally planned to work the area and obtain signatures through volunteer workers but it was found that under such an arrangement the work did not progress very rapidly. Accordingly, the major part of this re-signing effort is now carried on by the employees of the Association. *

* President's Annual Report (for 1944), Oakland-Kenwood Property Owners' Association, 1945, p.3; cited in Weaver, op. cit., pp. 250 - 251.

With the Supreme Court decision that such covenants are unenforceable through the courts* and the FHA ruling that insurance would not be granted on

* Shelley v. Kraemer, 334 U.S. 1 (1948); Hurd v. Hodge, 334 U.S. 24 (1948).

properties where racial restrictive covenants were recorded after February 15, 1950*, the rate of adoption of new covenants presumably decreased. Nevertheless,

* See Chapter

existing covenants, and both existing and new "gentlemen's agreements," though legally unenforceable, continue as an expression of the determination of white residents to keep Negroes out of their neighborhoods. How common such "gentlemen's agreements" are is not known, since, not being legal documents, they are not recorded.

Other chapters in this book make it clear that, whether with or without formal agreements, there is frequent and widespread refusal to make homes in white neighborhoods available to Negroes. The refusal may be made by real estate dealers, by individual home owners, or by groups of home owners. Only a few instances will be mentioned here, by way of illustration.

New York City. In the fall of 1953 and the spring of 1954, the Committee on Civil Rights in Manhattan tested the practices of real estate brokers by having a Negro applicant ask for an apartment of two to four rooms, renting for $120 to $150, in a specified section of midtown Manhattan (a desirable white neighborhood); half an hour later, a white tester requested an apartment of the same general description. Prior telephone calls to 200 brokers had established the fact that 27 of them had apartments meeting this description. In 22 of the 27 cases (81 percent) there was clear evidence that the brokers were not willing to rent to the Negro testers; the usual method of refusal was to tell the Negro tester that the broker had no apartment anywhere near his rent range, while the white tester was offered one or more apartments which roughly met the specifications both testers had stated. Whether the other five brokers would actually have been willing to rent to the Negro tester could not be determined, since neither the testers nor the Committee were prepared to carry the procedure to the point of paying a substantial deposit.

In a supplementary test in the spring of 1954, the Committee sent applicants to 17 apartments advertised directly in the New York Times - the total number advertised on a given Sunday which were of the same size and rental and within the same area specified in the broker survey. This time there was clear evidence of unwillingness to rent to the Negro applicant in 10 of the tests (59 percent); again, it was impossible to carry the remaining tests to the point of actual rental.*

* "Summary of Procedures and Findings in Housing Surveys, January 1953-April 1955," Committee on Civil Rights in Manhattan, Inc., 386 Fourth Avenue, New York 16, N.Y., mimeo.

These findings made it clear that at least four-fifths of the real estate brokers who had apartments available in a desirable white neighborhood, and at least three-fifths of the owners or managers who were offering apartments for rent without the services of a broker, would not accept Negro tenants. Whether the lower figure in the case of the directly-advertised apartments

actually indicated somewhat less resistance on the part of owners than of brokers could not be determined. It might have reflected simply the greater difficulty of denying the availability of an apartment; had it been possible to carry the transactions further, additional obstacles to renting both the directly-advertised and the broker-handled apartments might have been encountered.

"Suburbia." A group of sociologists used essentially the same technique to test whether real estate dealers would sell homes to Negroes in a relatively new all-white suburb.* The authors of the report do not identify the community;

* James H. Kirk and Lane D. Spane, "Private Housing Boom - for Whites Only," mimeo, 1955.

they present it as typical of "thousands" of suburban communities all over the country.* Here

* Idem, p. 1.

the evidence was even more conclusive than in the New York City study. All twelve of the realtors visited offered homes for sale to the white couple, but the Negro couple did not succeed in being shown a single home. Here again the most frequent technique for refusal was to say that nothing was available within the price range specified by the applicant; ten of the twelve realtors quoted down payments two or three times as high as those quoted to the white couple. Supplementary techniques were to suggest that the Negro family would not be happy in Suburbia, and to suggest that they look in one of the Negro areas of the adjacent city. Four of the twelve realtors said directly that they could not sell a home in Suburbia to a Negro family, in each case saying either that the local real estate association would not allow it, that the builder would not sell to Negroes, or that opposition by the residents would be so great as to put the dealer out of business. There was an impression in at least three of these four cases that the realtor was genuinely concerned about the problem and that his statement of opposition from these other sources was not simply a cover for unwillingness on his own part to sell to the Negro family.

California. Two incidents in California involved out-of-the-ordinary manifestations of community organization to keep out nonwhites: in one, a town-meeting vote; in the other, a direct appeal to the prospective nonwhite buyer.

In a middle-class neighborhood of South San Francisco, in 1952, Mr. and Mrs. Sing Sheng, a young Chinese couple, both college-educated, put a deposit on a small home. As soon as word got around, protests and threats were made both to the Shengs and to the white owner who was selling his home to them. Sheng, thinking that the objectors were in a minority, proposed that the residents of the neighborhood vote on whether he should move in. After two weeks of extensive campaigning, neighborhood agitation and letter writing, the vote was held; the count was 175 "I object," 28 "no objection," and 14 "no opinion." The Shengs accepted the decision, but people from all over northern California - including the City Council of South San Francisco and the Governor of the state - expressed indignation and apologized to the Shengs. In spite of the wave of criticism, the home owners of the community held a second meeting on the following week and reaffirmed their stand by a six to one vote.*

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* Earl Raab, "Where bigotry won an election," A.D.L. Bulletin, March 1952, pp 4-6; Robert Lee, "Community exclusion: a case study," Phylon, Second Quarter, 1954, pp 202-205.

Dr. and Mrs. Satoru Larry Aikawa, a young Nisei couple, had been looking for a home for some time; on several occasions, it looked as if arrangements were just about to be completed, but each time something went wrong. Finally, in 1955, they located a house in San Leandro, California. Negotiations were proceeding smoothly, when some of the neighbors became concerned over the possibility of an "Oriental invasion"; there was one Chinese-American family already living in the neighborhood. Dr. Aikawa received a letter signed by 28 residents of the street on which the house was located. It read in part:

> As Christians, we believe that man is a personality composed of body and soul, equal in the eyes of God, regardless of race or color.
>
> As citizens of this great democracy of the United States of America, we stand by the principles which our forefathers laid out for us in the Declaration of Independence, namely: "We hold these truths to be self-evident, that all men are created equal..."
>
> We have applauded the Supreme Court in its decisions of recent years which have tended to place the application of these principles on a firmer basis.

But the letter went on to express the fear that the neighborhood might become all-minority in occupancy, and that purchase of the house by the Aikawas would "hinder, rather than help solve, the problem of racial misunderstanding." The writers suggested that the Aikawa family should endeavor to find a home in another area, but concluded with an assurance that if Dr. Aikawa should, despite all this, decide to buy the house in their neighborhood, he would be made welcome. The Aikawas decided not to buy the house.*

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* Reported in "Housing and the Problems of 'Minority Groups' Other Than Negroes," by Robert B. Pitts; unpublished.

California, protest and reversal. In Hayward, California, in 1954, Mr. and Mrs. Santiago Ramos, American citizens of Puerto Rican birth, bought a home in a white neighborhood. Before they moved in, about forty residents of the neighborhood attended a meeting called by one of the home owners, and expressed their objection to the Ramos family moving in. An informal poll showed a vote of 37 against their moving in, 3 in favor. But other local people, including the three who had voted that the Ramos family should move in, began mobilizing sentiment in their favor. Within a few days, the spokesman for the opposition called the local paper with this statement: "The committee, following further investigation, feels that it had not been appraised of the complete facts in regard to the Ramos family, and as a result rescinds any and all protests against their establishing a home in this community."*

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* Reported by Pitts, op.cit.

Connecticut. More than 200 Negro families living in stable, predominantly white neighborhoods were interviewed about their experiences in finding homes. Of those who had had dealings with real estate agents, three-fourths reported that they had encountered difficulties: outright refusals to show them ho , being shown only run-down houses, being told that the owners or neighbors did not want Negroes. One-fourth, however, felt that they had received unqualified co-operation from real estate agents. Of those who related their experiences with white home owners, about two-thirds reported difficulties. One-third said that they had encountered no difficulties, though in several cases the former owners had sold to Negroes in order to spite their neighbors because of some grievance. In any case, all of these families had succeeded in buying homes in predominantly white neighborhoods: one-third of them through real estate agents, mostly white; somewhat more than one-third through direct dealings with white owners, and another one-seventh through white or light-skinned intermediaries who dealt with the owners.*

* Henry G. Stetler, op.cit., pp. 33-36.

Some conclusions. It seems beyond question that there very often develops an understanding among real estate dealers and white home owners that nonwhite families are not to be admitted to desirable white neighborhoods. There is some indication that the policy is both more explicitly formulated and more uniformly followed by real estate dealers than by home owners. To the extent that there is organized agreement among home owners, it would appear that the activity is usually stimulated by a small number of people. Even though the great majority of white residents of a community may be brought into such an agreement, it is probably seldom unanimous; almost always there are at least a few who refuse to sign the petition or who vote in favor of admitting the non-white family. Usually these people are much less vocal than the objectors, but

when they do speak up they may even, as in Hayward, California, persuade the protesting group to withdraw its objections. And some of those who try to keep minority groups out of their neighborhood may, as in San Leandro, do so with a guilty conscience.

In any case, it is apparent that the effort is not always successful. Some nonwhite families do succeed in moving into white neighborhoods. What happens then?

Flight

It is generally assumed that after one or two nonwhite families move into a neighborhood, there will be a hasty exodus of white families. That such a reaction occurs, and often, is beyond question. It is a common phenomenon in cities all over the country. Again, figures for only a few cities will be given by way of illustration.

Denver. A study was made of an area of 70 blocks in Denver which was undergoing transition. It was estimated that in 1950 only eight nonwhite families, all Japanese-Americans, had lived in the area. In August of 1954, it was found that 182 nonwhite families - mostly Negro, some Japanese-Americans - were living in the area; there were also 27 Spanish-American families. These families occupied 19 percent of the dwelling units in the area. There was a clear movement of white families out of the neighborhood; 12 percent of the dwelling units in the entire area had "For Sale" signs, as compared with an average of 2 or 3 percent of dwellings in non-minority neighborhoods where houses were of similar age and value.*

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* Charles Gray, Transition Zone: A Survey of the Minority Density, Minority Length of Residence, Integration of Minorities and the Real Estate Selling Patterns in an Area North of City Park in Denver. Denver, Lisle Fellowship, Fall, 1954.

San Antonio. An even more dramatic shift took place in San Antonio, Texas.

Eastlawn Addition, a project of bungalows selling for $5,800 to $8,500, was built in 1949 as an all-white development, and was quickly occupied. The development was adjacent to San Antonio's main Negro district, separated by a half mile of vacant land. In mid-1952, a Negro family bought a home in Eastlawn. By the Spring of 1955, the development was almost completely Negro-occupied; it was estimated that only about 3 percent of the 200 homes in the tract were still occupied by white families.*

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* Reported in "Open occupancy housing," House & Home, April 1955, p. 3.

Detroit. A rapid increase in the Negro population of Detroit since 1940 has led to the entry of Negroes into a number of formerly all-white neighborhoods. One observer has reported that the pattern in most such neighborhoods in the city is "one of total or almost total Negro occupancy following the breaking of the racial color line."* Intensive studies have been carried out in two

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*Richard Kerckhoff, "A Study of Racially Changing Neighborhoods," pp 47-8 (first draft); November 1956, unpublished.

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such neighborhoods. One is a middle-class section of small single and two-family houses, into which Negroes first moved in 1950. By 1956, the neighborhood was almost solidly Negro; in a study of three blocks within the area , only six white families were found.* In the other, an upper-middle-class neighborhood

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*Ibid., p 9.

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of about 700 large single homes, the first house was sold to a Negro family in the summer of 1955. During the ensuing year, it was reported, about 40 houses were sold to Negroes, and perhaps another 100 were for sale; only about five white families moved into the area during the year.*

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*Albert Mayer, "Russel Woods: Change without Conflict", p 10; special research report to the Commission on Race and Housing, February 1957; mimeo.

Philadelphia, flight checked. Census figures for the city of Philadelphia summarize the increasing concentration of Negro families. In the decade from 1940 to 1950, the number of blocks occupied solely by Negroes almost tripled, rising from 124 to 320; the number of blocks in which 90 percent or more of the households were Negro doubled.*

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* A Report on the Housing of Negro Philadelphians, Commission on Human Relations, Philadelphia, Pa., 1953.

But Philadelphia provides also an example of panic selling being halted. In August 1954, a Negro family, Mr. and Mrs. Wiley Clark, moved into a dilapidated house in a lower-middle-class section of small homes. An incipient riot was stopped by the quick action of the police and the Commission on Human Relations, but neighborhood opposition continued. The story has been reported by a member of the Commission:

> Two days later twenty-three Irish and Italian homeowners ... met at Commission quarters....It was an even angrier meeting than the one with the Negro delegation....They resisted both fact and logic. But after a couple of hours of bitter argument a local real-estate dealer named DiGregorio, a forceful personality his neighbors are used to listening to, began talking sense. Already a dozen houses near the Clarks had FOR SALE signs. Enterprising realtors reading of the riot had rushed soliciting letters to every homeowner in the neighborhood. If a panic set in and everybody tried to sell they would all lose money. Take it easy, DiGregorio counseled.

....

On November 8, the Clarks brought their children up from Virginia and moved back into their completely renovated house.... A gala housewarming was held which the president of the North Penn Civic Improvement Association attended - perhaps more to inspect than to offer friendship, but there he was. The house looked good to him, even though the Clarks did not. People began taking down their FOR SALE signs and fewer and fewer police were needed in the district.

From November to January everyone marked time, watching and waiting. Not a single family sold its house and moved away, DiGregorio says, but not a single family moved in either. Since January, however, DiGregorio's office alone has sold twenty-six houses at an average of $7,000, all of them to relatives or friends of the old-time settlers. Values haven't dropped and the community has settled down to its old tranquillity.*

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* Hannah Lees, "How Philadelphia stopped a race riot," The Reporter, Vol. 12, No. 11, June 2, 1955.

A few instances in which panic selling has been at least temporarily checked through counter-activity have been reported elsewhere. When the entry of a Negro family into a white neighborhood in Kansas City, Mo., led to a rash of "For Sale" signs, a white minister placed a sign in front of his home saying:

> Not for Sale. Neither my home nor my convictions.
> I believe in my neighborhood and my neighbors.

His church is reported to have sold more than 150 such signs to other home owners.* In Teaneck, N.J., in a similar situation, a group of residents organized

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* National Community Relations Advisory Council, A Guide to Changing Neighborhoods: A Manual of Guidance for Dealing with Intergroup Relations Problems in the Neighborhood Undergoing Change, p. 35; New York City, February 1956.

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a campaign to stabilize the neighborhood; one-third of the white home owners were reported to have signed an agreement to remain in their homes.* However,

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* "Negroes Greeted in Teaneck Area," New York Times, July 3, 1955.

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as far as the writers are aware, only in the Philadelphia instance mentioned above has the success of the anti-flight campaign been documented by reports on subsequent purchases of homes in the neighborhood.

Some conclusions. The examples from Denver, from San Antonio, from Detroit, Philadelphia's census statistics, can be multiplied a dozen times. Data presented elsewhere in this volume show that, in city after city, blocks which were predominantly white in 1940 had become predominantly nonwhite by 1950. Do we know anything about the circumstances under which the arrival of a Negro family is likely to be followed by a flight of white residents and a quick transition to a Negro neighborhood?

The San Antonio example points to one of the conditions - proximity to an area of Negro concentration. Both of the Detroit investigators emphasized the fact that the neighborhoods they studies were bordered on at least three sides by areas which had become racially mixed or predominantly Negro. Probably the most frequent way in which the living area available to nonwhites is expanded is by pushing out the boundaries of existing nonwhite neighborhoods. The entry of a Negro family into a previously all-white block adjacent to a predominantly Negro neighborhood is likely to lead to a swift change in the racial composition of that block.

The story of the Clarks in Philadelphia provides another clue: "Enterprising realtors reading of the riot had rushed soliciting letters to every homeowner in the neighborhood." One of the Detroit investigators also reported that real estate dealers were active in soliciting houses for sale, once the first Negro families had entered the neighborhood.* This seems to be quite

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*Kerckhoff, op. cit.

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common practice; similar activity has been reported as occurring in, among other places, Baltimore, St. Louis,

Teaneck, N.J. Once a minority group family moves into a block, real estate dealers approach the other homeowners, telling them that property values will fall, urging them to sell quickly. Among a small sample of real estate brokers queried in Denver, one-fifth stated that they followed this practice of canvassing listings in blocks where families of minority groups had purchased or rented.* In some

* Denver Inventory of Human Relations, September-October 1954, p. 121; Denver Commission on Human Relations; mimeo.

cases this "block-busting" technique has been carried still farther; an enterprising real estate dealer chooses a white district next to a Negro section and informs all white homeowners that Negroes are about to move in, although in fact no home has yet been sold or rented to a Negro family. A Negro broker in Norfolk, Virginia, is reputed to have engineered the sale of perhaps a thousand homes on this basis within the past decade, and to have become wealthy in the process.*

* Nicholas J. Demerath and Associates, "Private Enterprise Housing for Negroes in Seven Metropolitan Areas: A Survey of Experience, Beliefs, and Customs in Housebuilding and Housing Finance," p. 59; special research report prepared for the Commission on Race and Housing, September 1956.

The Detroit investigators suggest still other characteristics of a neighborhood which may lead to its rapid abandonment by white residents once Negro families have moved in. Especially in the case of the upper-middle-class neighborhood, they point out that the neighborhood had declined in prestige even before Negroes moved in, and that the houses were relatively old. More modern houses were being built in more fashionable neighborhoods and could be afforded by the residents of the neighborhood being studied. In other words, the availability of housing that seemed more desirable at least to some of the residents hastened the exodus.+

+The Detroit studies, both of which involved detailed interviews with residents in the neighborhoods, provide some interesting insights into reasons for staying and for leaving. They are discussed in more detail in the next chapter, where influences on behavior regarding mixed neighborhoods are analyzed.

Gradual Transition

Perhaps the least dramatic sequence of events is the gradual shift, over a period of years, from white to increasingly nonwhite occupancy. There seem to be almost no studies of this process; what evidence we have about it has been gathered in the course of studies focused primarily on other questions. For example, the Committee on Civil Rights in Manhattan studied a lower-middle-class neighborhood in the north Bronx section of New York City, for the purpose of gathering evidence to counteract the frequent assumption that the presence of Negroes in a neighborhood leads to a drop in property values and an exodus of white residents. The area was selected for study because it had been reported that white and Negro families had been living there as neighbors for as long as fifty years. Interviews with 64 residents of the area - 44 white, 20 Negro - confirmed the Committee's expectations: Negro families had been living in this predominantly white neighborhood for thirty years or more, and there was no suggestion that there had at any time been either a decline in property values or a flight of white residents from the area.

Nevertheless, a number of interviewees commented that there had been a gradual increase in Negro occupancy, especially within the last few years. This change seemed to be taking place in the normal course of events rather than through any mass exodus. As a family moved because of death or the growing up of children or a change of job location, it seemed that the new family taking its place was increasingly likely to be Negro. White families continued to move into the neighborhood, both into the existing houses and into several new developments. But as the original houses became older, they were less attractive to white purchasers, to whom newer housing was available elsewhere; the pressure of Negroes to get away from the city's congested slums made them more willing buyers.*

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*Committee on Civil Rights in Manhattan, "Bronx Survey," April 1957, mimeo.

It is extremely difficult to guess how often this process of gradual transition occurs. It may well be quite common. One of the Detroit investigators, in providing background for his study of a changing upper-middle-class neighborhood, gives sketches of five areas which are similar in general type. One of these seems to be in a process of gradual transition:

> The present residents of the Boston-Edison area are proud that it is still racially mixed after eight years. Nevertheless, each year sees fewer and fewer white families remaining.*

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*Mayer, op. cit., p 20.

The scarcity of reports of such situations makes it hazardous to attempt even tentative generalizations about the circumstances under which gradual transition from white to nonwhite occupancy takes place. On the basis of the description of the Bronx neighborhood, however, and in the light of general knowledge, it seems possible to suggest what some of the conditions may be. It seems probable that the change-over is less rapid when the neighborhood is relatively distant from an area of Negro concentration, and when it has characteristics which are sufficiently desirable to hold the present white residents and attract new ones. The Bronx neighborhood we have described was far from the major areas of Negro concentration.

Interviews with the residents, both white and Negro, revealed one strong source of attractiveness: although the neighborhood had convenient cheap

transportation to the central city, it had a small town atmosphere, with a good deal of open space; people liked the lack of crowding.

If the attractiveness of the community decreases, while the restrictions on housing for Negroes in other parts of the city remain, it seems likely that the racial composition will change, as white families are less drawn to the neighborhood but Negroes seek it out as one of the few places available to them. Again, this seemed to be the case in the Bronx neighborhood; the loss of the country-like atmosphere as the area became more built up, and the aging of the original houses, made the neighborhood less desirable.

Violence

While it is impossible to establish how often attempts by Negroes to move into white neighborhoods are met by violence, newspaper reports testify that this reaction occurs with sufficient frequency to be taken seriously. Any casual reader knows of large-scale riots in Detroit and Chicago over the introduction of Negroes into public housing in white neighborhoods, and in Cicero, Illinois, over the entry of a Negro family into private housing in a white neighborhood. Scanning of newspapers over a period of twelve months, from the fall of 1955 to the fall of 1956, revealed: threats of personal injury to the white seller of a home in Brooklyn, N.Y., and to a Negro home buyer in North Bayshore, Long Island; burning of crosses outside homes bought or rented by Negroes in Columbia, Ohio, and in Milwaukee; rock-throwing and similar vandalism in the Bronx and in Brooklyn, N.Y., in Long Beach, Long Island, in Philadelphia, Detroit, and Chicago; bombing or burning of homes bought or built by Negroes, or attempted shooting of the Negro residents, in Atlanta, Ga., and in Pensacola, Fla., in Cleveland and in Chicago. In many of these instances, the violence seemed to be the work of only a few persons; but in others - in Long Island, in Ohio, in Detroit - mobs of several hundred people were on hand,

to watch if not actively to participate.

A riot that was headed off. The story of the Wiley Clarks in Philadelphia, referred to earlier as an example of how panic selling was halted, provides also an illustration of the nipping in the bud of an incipient riot. The day after the Clarks moved into the home they had bought in a lower-middle-class white neighborhood, a crowd gathered outside, shouting and throwing stones. The police arrived, followed shortly by members of the staff of the Commission on Human Relations. While the police concentrated on dispersing the crowd - a job which took several hours and lasted far into the night - members of the Commission staff mingled with the crowd, picking up leads. For the next three days, some hundred policemen patrolled the area, preventing violence on the part of mobs which at times numbered as many as five or six hundred persons. In the meantime, the Commission staff circulated through the neighborhood, talking with people and gathering the names of local men who carried weight. A meeting was held with leading Negro citizens of Philadelphia; another with a group of white neighborhood leaders. An open letter, designed to help counteract the rumors which were spreading, was distributed in the local churches. Not only was a riot headed off; eventually, as described earlier, the situation calmed down and new white families began moving into the neighborhood.*

* Hannah Lees, "How Philadelphia stopped a race riot," loc. cit.

Some conclusions. Clearly, violence can erupt anywhere; it is not limited to the South, nor to cities with a history of turbulence in racial relations, like Chicago. Accounts of situations in which violence has followed the attempt of a Negro family to move into a white neighborhood do not reveal any clear single pattern of conditions likely to give rise to violent reactions. The Philadelphia Commission on Human Relations has some practical pointers:

...a Negro family moving into a white neighborhood will encounter less resistance if they move in the winter rather than the summer and during the week rather than on a weekend. Women sitting on front porches and teen-agers loose on the streets seem to brew up most of the storms.*

* Hannah Lees, "Not Wanted," The Atlantic, January 1956, p.59-63.

But these observations give little insight into the dynamics of the situation.

Analyses of violence over racial issues other than housing lead to apparently contradictory conclusions. Lee and Humphrey, in their discussion of the Detroit riots of 1943, maintain that riots are the culmination of a multitude of irritations, that they have their source in such basic conditions as inadequate housing and discrimination in employment, and that attempts to place the responsibility on a single individual or group of individuals reflect a desire for simplification or for scapegoating.* They hold that a riot does not start "out of the

* Alfred McClung Lee and Norman Daymond Humphrey, Race Riot; New York, Dryden Press, 1943.

blue," but is preceded by an accelerated occurrence of rumors and of incidents of hostility; "a race riot does not occur without clear-eyed and well-informed observers predicting it in advance, sometimes months in advance."*

* Alfred McClung Lee, Race Riots Aren't Necessary, Public Affairs Pamphlet No. 107; New York, Public Affairs Committee, 1945.

However, the course of events in Clinton, Tennessee, where rioting occurred in the fall of 1956 over desegregation of the local high school , does not seem to fit completely with this view. A team of sociologists who spent some time in the community shortly after the riots reported that local officials and members of the school board, who had conducted a series of meetings with parents to prepare them for the coming desegregation, had not expected any trouble.* On

*Anna Holden, Bonita Valien, and Preston Valien, A Tentative Description and Analysis of the School Desegregation Crisis in Clinton, Tennessee. Published by the Anti-Defamation League of B'nai B'rith in cooperation with the Society for the Study of Social Problems, December 1, 1956; mimeo.

the basis of the sentiments expressed at the public meetings, the officials had concluded that, although practically no one liked the idea of desegregation, the overwhelming

majority were prepared to "go along with the law." Trouble was anticipated in neighboring towns where sentiment was believed to be stronger, but these towns were not scheduled to desegregate until later. Negro citizens reported that "race relations were good in Clinton before the violence."* Both white officials

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* Idem, p.19.

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and Negro parents were of the opinion that "the trouble did not stem from the white people of Clinton but from outside agitators and from persons who lived outside of the town in the rural sections of the county."* The mayor was even

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* Idem, p.19.

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more specific:

> He thought before Kasper [the executive secretary of the Seaboard White Citizens Council] came in that the people were reconciled to desegregation and that they [the local officials] had done a good job of preparation. "Everybody seemed to understand what it was all about." Then when Kasper came, they "forgot everything else."*+

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* Idem, p.12

+ It is possible, of course, that a more astute or a less involved observer might have seen signs of impending violence. However, no available reports suggest that there were clashes or inflammatory rumors of the kind described by Lee and Humphrey as precursors of rioting.

If we consider acts of vandalism or violence by one or a few individuals, as well as mob action, the difficulty of specifying predisposing conditions becomes even greater. However, a few tentative suggestions may be offered. The first is that, the greater the racial tension in a community, the more likely is any given incident to provide the spark that leads to an explosion. Another is that, whatever the level of tension in a community, if there is any interracial hostility at all (and where in the United States is there not?) there is a possibility that one or a few individuals bent on provoking violence can stir up con-

siderable trouble. A closely related point is that violence can occur even when the overwhelming majority of the community frowns on it. Finally, it seems that whether latent hostility will erupt into large-scale violence depends to a considerable extent on the adequacy and the alertness of law-enforcement agencies. Persons who would like to express violent opposition are more likely to do so if they believe that the police department and other responsible agencies will not take strong steps to curb rioting or other expressions of violence.

In some situations

there are advance indications of impending violence; constructive action may head it off. The Philadelphia Commission on Human Relations, for example, reports two cases in which it was called on at the first hint that a Negro family might be moving into a white neighborhood. In both cases, it is reported, the white neighbors reacted first with threats to run the Negro out, but after several meetings with a member of the Commission staff, accepted the actual moving in of the Negro family without overt protest.* Once vio-

* Hannah Lees, "Not Wanted," loc. cit.

lence has erupted, speedy and forceful action is called for to halt it; not only firm policing to disperse the crowd and provide physical protection, but accompanying steps to help the community handle the situation in some other way.

Acceptance of Interracial Neighborhoods

All the things that are generally believed to happen when a dark-skinned family moves into a white neighborhood do happen: frequently the white residents attempt to keep the Negro family out, occasionally resorting to violence in the attempt; if they are not successful, they may desert the neighborhood and turn it over to Negro occupancy, either abruptly or over a period of years. But there is another, and very important, response which is seldom taken account of: the coming of the nonwhite family may be accepted without any disruption of the neighborhood. White families continue to live there; as they move out in the normal course of events, other white families, along with perhaps a few nonwhite families, move in.

How often this happens is even more difficult to estimate than how often there is violence, because this quiet moving in doesn't make the papers. Almost certainly it happens more often than is generally believed, either by those who

oppose the entry of minority groups into white neighborhoods or by those who protest their exclusion. The fact that, in most cities with a nonwhite population of any size, nonwhite families are concentrated in a few small sections, while other neighborhoods are closed to them, draws attention away from another fact - that in many cities there are sizeable areas which are neither all-white nor all-Negro.

Census figures present ample evidence of this fact. Again, data for only a few cities will be presented by way of illustration. In Philadelphia, in 1950, although there were 320 blocks which had only nonwhite households and some 9,000 blocks which had only white households, there were roughly 3,600 blocks which were mixed. Of these latter, slightly less than half were predominantly nonwhite, slightly more than half predominantly white. There were almost 1,000 blocks where some, but less than 10 percent, of the households were nonwhite.* In Birmingham, Alabama, though there is a "black belt" in the

* City of Philadelphia, Commission on Human Relations, Philadelphia's Negro Population, October, 1953; pp. 10-11.

center of the city, almost half of the Negro population in 1950 lived in census tracts where at least 25 percent of the residents were white.* In Denver, while

* Nicholas J. Demerath and Associates, op. cit. pp.62-63.

most of the Negro population in 1950 lived in 10 of the city's 50 census tracts, there were only 5 tracts which had no Negro households; each of the remaining 35 tracts had at least one but less than 15 Negro households.* In Westchester

* Denver Commission on Human Relations, Denver Inventory of Human Relations, September - October, 1954, p.142.

County, New York, although almost half of the Negro population in 1950 lived in 10 of the county's 150 census tracts, there were 62 tracts in which Negroes con-

situated between one and five percent of the population.*

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* Harold S. Goldblatt, Open-Occupancy Housing in Westchester County, November 1954; p. 8.

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But census figures of this type do not tell the full story. The 10 percent of Negro families in a census tract often do not indicate a mixed neighborhood; such families may be clustered in two or three blocks. The one Negro family in another tract may be the janitor in an apartment house. What appears to be a mixed neighborhood may be in transition from white to Negro occupancy, caught at a point when white families have just begun to leave. Or the block which is occupied half by Negro families, half by white families, may be in the heart of a slum, where no one would want to live if he could find and could afford a better home. In Southern cities, Negro families may be living in the alleys behind the homes occupied by whites - a residential pattern remaining from the days of slavery.

In order to be sure that we are dealing with stable, genuinely mixed neighborhoods, we need more specific descriptions. An if the finding that one, or a few, Negro families can be integrated into a neighborhood without disruption is to have any general significance, it must be shown to hold true for desirable residential areas as well as for slums. A number of studies in communities scattered from one end of the country to the other provide evidence that this can happen.

Examples are available in existing multi-family apartments, in established neighborhoods of private homes, in new developments where homes are initially sold or rented on an open-occupancy basis. Elsewhere in this book a number of successful new developments designed for open occupancy are discussed. Only a few examples of communities where nonwhite families have moved into formerly all-white neighborhoods without disruption, or where white and nonwhite families have been living as neighbors for many years, will be mentioned here. We have selected as our examples communities on which there are reports which

give some information as to the number of families involved, the length of time they have been living in the community, the rate of home purchases by white and nonwhite families, or similar quantitative information which provides a basis for judgment as to the composition and the probable stability of the neighborhood.

Nesbitt, discussing the entry of Negroes into previously all-white areas in Washington, D.C., states:

> Little or no overt manifestation of tension has accompanied the recent movement of nonwhites into new areas. "For sale" signs have occasionally "sprouted" with some thickness in blocks containing lower-priced row housing. But the signs generally come down and the listings thin out within a few days. Moreover, initial nonwhite possession in areas of more costly residences rarely provokes flurried offerings. In such sections, salesmen point out blocks in which the second nonwhite purchase followed the first by as much as two years. They identify other blocks still with a single Negro resident after a year of possession with no active offerings elsewhere in the block.*

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* George B. Nesbitt, Race Relations Specialist, Housing and Home Finance Agency, "Non-white residential dispersion and desegregation in the District of Columbia," Journal of Negro Education, Winter 1956, pp.4-14.

A member of the National Capital Housing Authority makes a similar point with regard to rental housing:

> A great deal of voluntary, interracial, private housing exists in Washington. I have made inquiry of a number of real estate dealers handling rental apartment property. One agent alone had over 600 white tenants, most of whom lived in apartment houses with interracial occupancy. The addresses of these apartments indicate that they are located in the better sections of the city, as well as in sections where middle income people live....Not one of these agents had a disagreeable situation to arise.*

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* Col. Campbell C. Johnson, "Statement Regarding Racial Integration in Public Housing in Washington, D.C.," February 1951; mimeo, p.14.

A study of eight neighborhoods in Minneapolis where a single Negro family lived in an otherwise white neighborhood concluded that in such situations "there is a tendency to accept or to accommodate to the Negro as a neighbor."* A survey

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* Arnold M. Rose, Frank J. Atelsek, and Lawrence R. McDonald, "Neighborhood reactions to isolated Negro residents: an alternative to invasion and succession," American Sociological Review, October 1953, p.506.

in Syracuse, N.Y., found 45 Negro families living outside the area of Negro concentration; some of them had been in their present homes as long as fifty years. For the most part, there were only one or two of these families in a given neighborhood; where there was greater clustering, it was attributed to the tendency of real estate dealers to offer homes to Negroes only in neighborhoods where at least one Negro family was already living.*

* "Survey of Negro Families Living Outside 15th Ward Area in Syracuse, N.Y. and Surrounding Areas," Friends Housing Committee, Religious Society of Friends, Syracuse, N.Y., July 1955, mimeo.

Weaver describes an upper-middle-class suburb in Westchester County, N.Y., the Pinecrest section of Hastings-on-the-Hudson:

> This is a community of about 45 families living in houses valued from $20,000 to $45,000. At present, there are seven Negro residents... Since the advent of non-white occupants, three houses in the community have been sold to white purchasers---one by a Negro. The colored residents are doctors, business men and college professors. In an adjoining area of somewhat lower-priced homes, four or five houses in the $17,500 range have recently been built by, or sold to whites....*

* Robert C. Weaver, "The effect of anti-discrimination legislation upon the FHA- and VA- insured housing market in New York State," Land Economics, November 1955, Vol. XXI, No. 4, pp. 303-313 (quote on p.310).

In Connecticut, the State Commission on Civil Rights estimates that 600 Negro families, or 4 percent of all the Negro families in the state, are living in neighborhoods which are predominantly white or which are stable in their interracial composition. The Commission interviewed 219 of these Negro families and 390 of their white neighbors. Half of the families interviewed, both white and Negro, had been living in their present neighborhoods for eight years or more, and roughly a quarter of the families of both races had been living there for twenty years or more. Although somewhat more of the Negro than of the white families had moved into the neighborhood within the two years prior to the study (that is, during 1954 or 1955), there was no indication that the neighborhoods were shifting toward nonwhite occupancy. Half of the white neighbors, both those living immediately next door to a Negro family and those living a few doors away, had been in their present homes when the Negro family moved in and had remained there. The other half had moved in after the Negro family; presumably most of them, especially those who moved directly next door to Negroes, knew of the presence of the Negro family at the time they decided to buy or rent their homes.

White respondents who had been living in the neighborhood when the Negro families moved in and who were still living there at the time of the study (anywhere from a few months to thirty or more years later) were asked whether anything had been said or done in the neighborhood with the idea of keeping the Negro family out. Thirty-nine percent said there had been neither activity nor talk directed toward keeping the Negro family out, and another 13 percent said they didn't know or didn't remember. Thirty percent reported only talk about protesting. Twenty percent reported some type of any organized activity: circulating petitions, protesting to the real estate agent or the owner,

trying to chip in to buy the property. Less than 1/2 of 1 percent reported that threats had been made to the Negro family.*

* Henry C. Stetler, op. cit., pp. 14-17, 41-46.

In the San Francisco Bay Area, white residents were interviewed in 35 neighborhoods which contained not less than one nor more than five nonwhite families, all of whom had moved into the neighborhoods since 1940. These were urban areas, but in all of them at least half of the dwelling units were owner-occupied; they covered a range of economic levels, except that slum and heavily industrialized areas were excluded. Of the 549 residents who were interviewed, 150 had moved into the neighborhood after at least one of the nonwhite families; four-fifths of these said that the presence of nonwhites in the neighborhood made no serious difference to them at the time they moved in. Among those who were living in their present neighborhood before the nonwhites moved in, more than 70 percent described their initial attitudes toward the newcomers as either favorable or neutral. Of the 30 percent who were unhappy over the coming of the nonwhite family, the majority said that nevertheless they did not consider moving.

A question about neighborhood activity at the time the nonwhite family moved in gave a picture very similar to that in the Connecticut study. Eighteen percent of the interviewees reported the circulation of petitions or other non-violent action to try to keep the family out; 1.5 percent reported violence or threats of violence. Another 8.5 percent reported talk but no action. Almost three-quarters, however, reported that there had been no attempt either by word or deed to keep the nonwhite family out.*

* Davis McEntire, "A study of racial attitudes in neighborhoods infiltrated by non-whites," Bay Area Real Estate Report, Second Quarter 1955.

Studies such as this and the one above probably overestimate slightly the degree of acceptance of the nonwhite families, since the white families who objected most strongly might already have moved by the time the studies were conducted. However, the fact that most of the families who moved were replaced by other white families establishes the point that, even though the presence of a nonwhite family may lead a few white families to leave a neighborhood, it does not necessarily lead other white families to avoid the area.

Perhaps the most interesting finding of all is that sometimes there is so little reaction to the presence of a nonwhite family that some of the white residents of a neighborhood do not even know that there are nonwhites living in the area. In Seattle, three months after a mixed Negro-white couple had moved into a suburban community of about 400 homes, almost two-thirds of the white residents did not know that there was a Negro family living in the neighborhood; "neighborhood" was defined for the respondents as meaning "within one-half dozen blocks or so."* In the San Francisco Bay Area study referred to above, more than

* Stuart C. Dodd and Robert W. O'Brien, "Racial attitude survey as a basis for community planning," Journal of Educational Sociology, Vol. 23, No.2, October, 1949, pp.118-127.

three-fourths of the interviewees made no spontaneous mention of the presence of minority group families in the course of fifteen or twenty minutes of conversation about their neighborhood. In reply to a direct question, it appeared that one-fourth did not know there was a nonwhite family in the neighborhood, although in this case all the respondents lived within about a block and a half of a nonwhite family.*

* Davis McEntire, op. cit.

Some conclusions. Clearly, the entry of one, or a few, nonwhite families into an otherwise all-white neighborhood does not always lead to a flight of the white families living there, nor to avoidance of the area by other white families, nor even, within the span of years for which information is available, to a gradual shift from white to nonwhite occupancy. The arrival of a nonwhite family may cause little stir; white families living in the neighborhood may continue to live there, and additional white families may move in. There is no way of estimating how frequently this is the case. Do the instances which have been reported cover most of the communities where this uneventful acceptance has taken place? Or,

for each such community which has been described, are there dozens or even hundreds of others which have escaped the notice of social scientists?

This unflurried reaction has been reported in communities scattered across the country. And it is not an entirely new phenomenon, if we are to judge from the studies which report that some of their respondents, both white and Negro, had been living in their present neighborhoods for thirty years or more. One may speculate - without any solid evidence - that the spread of restrictive covenants and the emphasis on "exclusive" suburbs during the 1930's and 1940's exaggerated the "flight" reaction, and that we may be about to witness a return to an earlier unpanicky acceptance of occasional neighbors of different skin color.

Under what circumstances does this staying-put response occur? One favorable condition seems to be that the neighborhood is inherently desirable, or that the housing it provides is of better quality than that which can be secured for an equivalent price elsewhere. The studies of new open-occupancy developments reported elsewhere in this book point strongly to this factor. Weaver has noted its operation in an area of existing multi-family rental housing in New York City, where several blocks along Riverside Drive have remained interracial for a number of years, even though the area is directly adjacent to the city's major Negro concentration and might have been expected to give way rapidly to Negro expansion. He points out that the existence of rent controls has "meant that whites, who normally might have moved out rapidly with the advent of the first colored occupants, remained in tenancy because comparable shelter was either nonexistent or priced out of their ability to pay."*

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* Robert C. Weaver, "Integration in public and private housing," Annals of the American Academy of Political and Social Science, March 1956, pp. 86-97 (quote on p. 92).

A second possibility is that calm acceptance of one, or a few, Negro families may be facilitated by any condition which lessens the likelihood that substantial numbers of nonwhite families will attempt to move into the neighborhood. A variety of circumstances may have this effect: remoteness of the area from centers of nonwhite concentration; a small nonwhite population in the total community; an adequate supply of housing for nonwhites or the existence of a number of areas into which they can move without restriction, thus lessening pressure on the single neighborhood; housing which is so expensive that only a few Negro families can possibly afford to move into the area.

Third, there are some hints that socio-economic characteristics both of the white residents and of the entering Negro families may be relevant to the outcome. Negro families living in predominantly white neighborhoods are likely to be above average in education, income, and occupational status. The chances that a Negro family will be accepted in a neighborhood without disruption seem to be greater if the family is at least of the same socio-economic level as most of the white residents, or even of somewhat higher educational and occupational status. In the Connecticut study referred to above, it was found that both Negroes and whites living in neighborhoods where there were a few Negro families were more highly educated than the average white population of the state.* It is not entirely clear, however, whether these characteristics make

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* Henry G. Stetler, op. cit., pp. 17-23.
See also Hannah Lees, "Not wanted," loc. cit., p. 63.

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for greater probability of successful integration or whether they merely reflect two other factors: the greater likelihood, mentioned above, of acceptance of a Negro family in an area of such expensive housing that there is no realistic prospect of an influx of other Negro families; and the interest of social scientists and community investigators in checking on the possible existence of mixed racial patterns in areas of desirable housing rather than in slums.

Summary of Evidence on How People Act about Unsegregated Housing

These accounts of community reactions to the possibility of mixed neighborhoods make it clear that there is much greater variation than is usually assumed. Although it is impossible to determine how frequently various reactions occur, it seems likely that the two which are usually assumed to take place almost without exception--attempts to exclude Negroes from a neighborhood, and exodus of white residents from the neighborhood if these attempts fail - are in fact the most frequent. Nevertheless, there are neighborhoods where the moving in of one or more nonwhite families has not been followed by precipitate departure of white families. In some of these instances, the coming of the Negro family or families has not led to any further change in the composition of the neighborhood over a period of years; it has become stabilized as a mixed neighborhood or as one where a few Negro families live among white families. In other instances, there has been a gradual shift toward increased Negro occupancy: as white families leave - not to avoid having Negro neighbors, but in the ordinary course of changes in life circumstances - they are replaced by nonwhites. At the other extreme, there are neighborhoods where the moving in of a Negro family is met neither with acceptance nor with simply moving away, but with violence.

Comparison of What People Say and What They Do

At first glance, it may seem that the wide variation in what takes place in different neighborhoods when nonwhites move in corresponds to the wide variation in what whites report about their feelings about living in mixed neighborhoods. However, although no conclusive figures about the frequency of various community reactions are available, it appears that exclusion and flight occur more often than one would predict from people's expressions of their views in current studies, and that acceptance of nonwhite neighbors occurs less often than one would predict. It is probable, of course, that the apparently

even division of opinion reported in the most recent nationwide studies does not represent a real balance for and against segregation; many of the people who say they would be willing to have Negro neighbors may be expressing indifference rather than active approval of interracial neighborhoods, while those who say they would not be willing to have Negro neighbors may hold their position more strongly. Even with this qualification, however, there seems to be a discrepancy between the amount of expressed willingness to have Negro neighbors and what people actually do about unsegregated housing.

Moreover, the fact that individuals' responses to questions about unsegregated neighborhoods range all the way from approval to disapproval does not explain the fact that community reactions range all the way from acceptance to violence. In order to explain the marked differences in behavior from community to community in terms of the views of the white residents, it would be necessary to assume that a community in which Negroes are accepted without disruption had, even before the coming of the Negro families, a high proportion of residents who would have expressed willingness to accept Negroes, while a community in which exclusion or violence or flight occurred had a high proportion of people who would have expressed unwillingness to have Negro neighbors. Although we do not know the distribution of opinions in communities where different reactions have occurred, from the available evidence it seems quite unlikely that they would be such as to account for the differences in community reaction. While there are clear regional differences in the proportions of people who express willingness to accept racial integration, and some variation from community to community within a given region, there seems no reason to believe that the differences in community behavior would correspond very closely to these differences in expressed opinion.

In this chapter we have suggested some of the circumstances under which one or another reaction seems especially likely to occur. In the following chapter we shall consider in greater detail what factors other than expressed opinion help to determine behavior with regard to interracial housing.

STUDIES IN THE SOCIAL PSYCHOLOGY

OF RACE AND HOUSING

Papers prepared for the Commission on Race and Housing

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Chapter Two

Factors Influencing Actions regarding Interracial Housing

CHAPTER ~~TEN~~ TWO

FACTORS INFLUENCING ACTIONS REGARDING INTERRACIAL HOUSING

It is commonly assumed that people act as they do because they hold certain attitudes. In the case of segregation, this would mean that white people avoid living in mixed neighborhoods because they have unfavorable attitudes toward Negroes - because they do not like Negroes, or believe that Negroes have undesirable qualities, or disapprove of association between members of different races. In many cases, of course, this may be so. But the assumption that an individual's refusal to sell or rent a home to a Negro family or to live in a racially mixed neighborhood stems only from his attitudes toward Negroes or toward interracial living is, as has been indicated in the preceding chapter, an oversimplification.

The simplest examination of everyday experience makes it clear that behavior is not determined solely by attitudes toward the object of the behavior. Suppose a man is polite and respectful toward his employer. He may really feel respect for him; on the other hand, he may consider him a fool and yet behave respectfully because he wants to keep his job. A Christian may dislike Jews, but if he falls ill with some rare disease, he is likely to go to a Jewish doctor if that doctor happens to be the outstanding specialist in the field. A white woman who is genuinely fond of a Negro friend may leave that friend out of a party because she is afraid some of her white guests would be uncomfortable. A white traveler in an area where there is segregated seating on buses may take a seat in the "white" section, not because he objects to sitting next to a Negro - he may even strongly disapprove of segregation and be acutely uncomfortable over participating in it - but he sits in the "white" section because going along with local law or custom seems the simplest thing to do. Similarly, in the refusal of a white landlord to rent an apartment to a Negro family, of a real estate dealer to show a Negro family a house in a white neighborhood, of a banker to lend mortgage money, the individual's own at-

titudes toward Negroes or toward mixed neighborhoods may play little part.

The number of specific influences that enter into the determination of any given action related to interracial housing may be considerable, and their possible range is enormous. Many of them may be unique to the particular individual and the particular situation. However, they may be grouped into a few general categories. The following list presents a classification of the major types of influences on behavior regarding mixed neighborhoods, with a brief illustration of each; the remainder of the chapter will consider each type of influence in more detail.*

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*For a somewhat different set of categories based on very similar concepts, see: Murray Horwitz and Gerald Gurin, Public Attitudes toward the Cause and Cure of Mental Health Problems, University of Michigan, Survey Research Center Monographs, publication forthcoming.

For an application to a different field (that of community organizations) of a general point of view similar to the one underlying this chapter, see: John P. Dean and Alex Rosen, A Manual of Intergroup Relations, University of Chicago Press, Chicago, 1955.

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The individual's own attitudes toward nonwhites and toward unsegregated living.

A white person may, for example, believe that nonwhites are inferior in intelligence; he may also believe that whites and nonwhites should live in separate areas. On the other hand, he may believe that there is no essential difference between whites and nonwhites, and that segregation is not sound policy. The surveys of feelings and opinions discussed in the first part of the preceding chapter dealt with factors in this category.

Values which the individual holds as general guides to conduct.

He may, for example, consider it important to obey the law, whether or not it coincides with his own disposition toward the matter in question. Or he may try to put into practice in his behavior the principles of the religious group to which he belongs.

Concern for the feelings and opinions of other people.

This may include the desire to be thought well of by the community at large, to win or to retain the approval of persons or groups who are important to the individual, and not to hurt persons whose welfare is important to him. A man may refuse to sell his house to a Negro not because he has any objections to Negroes or to residential integration, but because he believes that his neighbors will be displeased.

Expected consequences other than those of social approval.

An individual may decide to buy or to sell a house on the basis of more tangible consequences which he foresees - acquisition of a comfortable and well-built home at a moderate price, or financial loss in selling under certain conditions. Or he may be influenced by the expectation that other persons will express their disapproval of his behavior in such concrete ways as by boycotting his business or firing him from his job. Much behavior which appears to have a direct racial reference may in fact have its roots in considerations of this sort.

The availability of alternative courses of action.

Obviously, regardless of what a man may be inclined to do on the basis of one or another or a combination of these considerations, what he does will be determined also by the courses of action which are in fact open to him. A white home owner may be reluctant to sell his house to a Negro, but if it is important to him to sell it within a certain time and the only willing buyer who appears within that time is a Negro, he is likely to overcome his reluctance.

In the last chapter we summarized the evidence as to the proportions of the white population who express certain attitudes. In this chapter, we shall consider the other kinds of influences which must be taken into account in understanding actions regarding mixed neighborhoods, and shall try to analyze how the various kinds of influences - including the individual's own racial attitudes - may affect his behavior.

In order to understand how any given influence may affect an individual's action, we shall need to know more than just the nature of the influence. We need to know, for example, whether a given influence is very important to the individual or whether it is quite unimportant to him. We need to know also whether he considers it as highly relevant to a decision about some action which may have consequences for residential segregation or desegregation, or whether he sees it as having little bearing on such a decision. Moreover, the importance to the individual of a given factor, and the extent to which he sees it as related to behavior regarding mixed neighborhoods, each may be affected by specific circumstances. Thus, in order to understand any specific action regarding interracial housing, we need to know at least the following information about each

of the factors which influence it:

> How important the given factor is to the particular individual, regardless of its relation to the issue at hand. For example, a person may be very much concerned with what other people think of him and may be very eager for social approval; another individual may care relatively little about other people's opinions of him.
>
> Whether there are any circumstances or conditions which increase or decrease the importance of the given factor to the individual. For example, a person who has been poor and perhaps without much education and who has rather suddenly made a good deal of money may become quite concerned about establishing himself as a member of a higher social class, and thus may be especially sensitive to what other people think of his behavior.
>
> How closely the given factor is related to the issue at hand, in the individual's view. A person whose religious faith includes a belief in the brotherhood of man may see this belief as having a bearing on how he should act toward Negroes; on the other hand, he may not see the two as in any way related.
>
> Whether there are any circumstances or conditions which make the factor appear to the individual to be more closely related or less closely related to the issue at hand. For the person who has not seen any connection between his religious faith and questions of segregation or desegregation, a sermon presenting the view that segregation is incompatible with brotherhood may establish a relation between religious values and behavior toward nonwhites.

Since there will almost always be a number of influences converging on a given decision or action, it is important not only to analyze each one separately but to consider their relations to each other: whether one is more important to the individual than another, whether he sees one as more closely related than another to the issues at hand, whether two influences operate to weaken or to strengthen each other.

In the discussion to follow, we shall examine the major classes of influences which may determine behavior regarding mixed neighborhoods. As we discuss these influences, we shall try to suggest possible circumstances or conditions which may affect the importance of a given factor to the individual or his perception of its relevance to the decision he is making.

The major part of the discussion will be concerned with influences as they

may be expected to affect a white home owner or tenant in behavior which could affect the establishment of a racially mixed neighborhood. He may be a home owner contemplating the first sale to a Negro family in a previously all-white neighborhood; or a resident of a neighborhood which one or more Negro families have entered, making a decision whether to remain in the neighborhood; or a prospective home buyer or tenant, making a decision whether to move into an area of either new or existing housing, where some nonwhite families are living or are expected to live. For the moment we shall not consider persons who have an institutionalized role with regard to housing, such as real estate dealers; special considerations affecting their behavior will be discussed later.

Attitudes toward Nonwhites and toward Unsegregated Living

Attitudes have many facets. They include beliefs about characteristics of a group (that Negroes are irresponsible, for example); feelings toward the group (fear, or liking, or respect);and views as to the appropriate behavior toward the group or proper relations between groups (that Negroes and whites should be kept apart as much as possible, or that everyone should have equal access to all facilities regardless of race). The beliefs and the views as to appropriate behavior may be held with little certainty or with great conviction; the feelings may be weak or strong. The issues involved may seem to the individual to be relatively unimportant or of crucial significance. All of these aspects may have a bearing on a decision whether or not to sell a house to a Negro family, or whether or not to move into a neighborhood where some Negro families are living.

Since these attitudes have as their object, by definition, members of the minority group and behavior toward them, there is no need to inquire how they become connected with an individual's decision about helping to establish, or remaining in, or moving into, a mixed neighborhood. In view of their obvious relation to the issue, it is not surprising that they are frequently assumed to be the only,

or at any rate the major, determinant of decisions and behavior with regard to unsegregated living. But, as we have already pointed out, action frequently does not correspond to attitudes.

The responses to questions about mixed neighborhoods in the studies summarized in the first part of the preceding chapter may be considered as indicative of people's attitudes on the subject. Although there is always the possibility that the answer given to an interviewer does not reflect a respondent's "true" attitude, such answers are usually as close as we can come to finding out what people think and feel. We noted at the end of the preceding chapter that such expressions of attitude are not sufficient to explain the behavior which actually occurs when people are faced with the possibility of mixed neighborhoods.

In his study of a changing neighborhood in Detroit, Mayer emphasizes this point:

> ...the relationship of prejudice to neighborhood change is not simple and direct. If it were, the most prejudiced people would move first and the remainder would leave the neighborhood in rank order according to the degree of prejudice they have.
>
> ...the blindly and unreasoning prejudiced have long since moved to...places at present completely removed from any possibility of a threat of Negro invasion. The remaining persons are not without prejudice, but often prejudice is tempered by a considerable understanding. Many people in Russel Woods realize that (a) whites and Negroes can live together, (b) all Negroes are not alike, (c) there are many middle class Negroes who are much like themselves, (d) many Negroes are good neighbors, (e) they could be or are friendly with some Negroes, (f) the Negroes who will be moving into Russel Woods will doubtless fit in economically. Knowing and believing all this ultimately matters not one bit; <u>they still move</u>.*

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*Albert Mayer, "Russel Woods: Change without Conflict," pp 31-32; special research report to the Commission on Race and Housing, February 1957, rimeo.

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The question becomes: under what circumstances are an individual's own feelings and beliefs about minority groups and about appropriate behavior toward them likely to be major determinants of his actual behavior, and under what circumstances are they likely to be relatively uninfluential? Clearly, the conditions which

determine the weight of his own attitudes in the decision may be of two sorts: characteristics of the racial attitudes themselves, and the strength of other factors. As Mayer has suggested in the statement quoted above, in a hypothetical case where no other influence had become connected with the question of whether to live in a mixed neighborhood, presumably the individual's own racial attitudes would be the only determinant of his decision. However, it is hard to imagine an individual who would not experience any other considerations as relevant to the decision, although for different individuals the importance of these other considerations and the strength of their connection with the issue may differ considerably.

Assuming that other considerations are relevant for the individual, the extent to which his own racial attitudes determine the direction of his actions is likely to depend on their intensity and on the extent to which various aspects of his racial attitudes coincide in their implications for behavior.

Attitudes may be extremely complex, and different aspects of an individual's racial attitudes may point toward different kinds of behavior. A person may believe, for example, that educated Negroes engaged in professional work are quite similar to white people of the same social class in certain characteristics which have a bearing on their desirability as neighbors: that they are equally likely to be quiet, respectable, orderly, that they are likely to take just as good care of their property, etc. By themselves, such beliefs would dispose him to accept such Negroes as neighbors. At the same time, he may feel uncomfortable in the presence of Negroes - a consideration which would, in the absence of other considerations, dispose him to avoid having Negro neighbors. And, perhaps quite independently of his feelings about Negroes or his beliefs about their characteristics, he may hold the view that as a matter of social policy it is desirable that the two races remain as separate as possible - or, on the other hand, that sound social policy requires that members of all races have equal access to all facilities.

A striking instance in which views about public policy with regard to racial segregation were at variance with feelings toward at least certain individual Negroes was reported to the group of sociologists who went to Clinton, Tennessee, shortly after the riots over school desegregation there. The incident was told to them by one of the Negro parents.

> Mrs. Allen /the Negro parent/ reported that ...she felt badly about...the participation in the mob action of a white woman who lives across the street from the Allens and to whom the Allens had been very helpful as neighbors. Mrs. Allen stated that she could not resist the temptation to speak to the white neighbor about it, and when she did she /the white neighbor/ began to cry and said, "You and your people have been nicer to me than my own relatives, but I just don't believe in mixing of the races in school."*

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*Anna Holden, Bonita Valien, and Preston Valien, A Tentative Description and Analysis of the School Desegregation Crisis in Clinton, Tennessee, p. 18. Published by the Anti-Defamation League of B'nai B'rith in cooperation with the Society for the Study of Social Problems, December 1, 1956; mimeo.

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This is, of course, an extreme illustration. But the Gaffin study, referred to in the preceding chapter, provides evidence that it is not at all uncommon for a white person to entertain simultaneously a variety of specific attitudes which carry different implications for behavior toward Negroes.** Of the large number

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**How to Solve Our Race Problem: "Opinions of White and Negro, North and South," A Social Problems Study for the Catholic Digest. Vol. 2, detailed tables, Ben Gaffin & Associates, Inc., 141 West Jackson Blvd., Chicago 4, Ill. (For fuller reference, see preceding chapter.)

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of questions asked in that study, let us consider five:

> Most suggestions for solving the Negro-white problem seem to be of two general kinds - one is to keep the two races far apart and the other is to bring them close together. Which do you think is the better idea - to keep them apart or to bring them together?
>
> Would you be willing to live in the same general neighborhood with members of the other race?
>
> Would you be willing to live next door to members of the other race?

Would you say that you like most members of the other race or that you dislike them?

Do you think there are many, a few, or practically no members of the other race who, except for their color, would fit in with your friends?

Dividing people in terms of their reply to the first question - that is, in terms of their view as to the desirability of separation of whites and Negroes as general social policy - the following chart shows the proportion of respondents whose replies to the other four questions seem to have implications not completely in line with their views of social policy.

Among white people who said bringing the two races together is the better idea

In the North:

17 percent said they would not be willing to live in the same neighborhood with Negroes

24 percent said they would not be willing to live next door to Negroes

1 percent said they disliked most Negroes

44 percent said they thought few or no Negroes would fit in with their friends

In the South:

35 percent said they would not be willing to live in the same neighborhood with Negroes

46 percent said they would not be willing to live next door to Negroes

1 percent said they disliked most Negroes

64 percent said they thought few or no Negroes would fit in with their friends

Among white people who said keeping the two races apart is the better idea

In the North:

23 percent said they would be willing to live in the same neighborhood with Negroes

16 percent said they would be willing to live next door to Negroes

44 percent said they liked most Negroes

16 percent said they thought many Negroes would fit in with their friends

In the South:

24 percent said they would be willing to live in the same neighborhood with Negroes

11 percent said they would be willing to live next door to Negroes

64 percent said they liked most Negroes

5 percent said they thought many Negroes would fit in with their friends

Such complexity within attitudes is not necessarily evidence of confusion or even of inconsistency, since the questions refer to quite different matters. Nevertheless, if an individual holds with approximately equal intensity two or more specific attitudes which have different implications for behavior regarding association with Negroes, it seems likely that the influence of his racial attitudes on his behavior will be lessened by the fact that the combination of these attitudes does not point unmistakably toward one or another course of action. Other things being equal, we should expect racial attitudes to be a stronger influence on the behavior of persons who answered all of these questions in a way which would suggest a disposition to avoid such association, than on the behavior of persons who answered some questions in one way, some in the other.

Individuals differ not only in the extent to which the various aspects of their racial attitudes converge toward a single direction of behavior, but in the intensity of the attitudes. The more intense the attitude, the more likely it is to influence behavior. There may be some few people to whom the prospect of living near Negroes is so distasteful that, so long as they have any choice at all, they will not do so under any circumstances. There may be others - perhaps still fewer - who so heartily believe in the desirability of interracial mixing that they will go

out of their way to live in an unsegregated neighborhood if it is at all possible. There is probably a larger group who, though not so intense in their attitudes, nevertheless feel strongly enough, one way or the other, so that only under fairly strong counterpressures will they behave differently than their attitudes would dictate. But, as we have already suggested, it is probable that many people simply do not feel very strongly one way or the other about mixed neighborhoods; for these people, other considerations are likely to be the major determinants of the decision.

Values which the Individual Holds as General Guides to Conduct

Most people subscribe, more or less explicitly, to some set of values which serve them, in principle at least, as criteria for guiding their own behavior and evaluating that of others. These values are likely to be in the form of somewhat abstract concepts: ideals of justice or fair play, of law and order, of Christianity, of non-violence; respect for tradition, or, on the other hand, advancement or progress. The very abstract nature of most values means that they do not, without interpretation, provide unequivocal guidance as to appropriate behavior in many practical situations. In some instances, this interpretation may be provided by a source which is recognized as authoritative with respect to the given value. If no such authoritative statement is available, some individuals may develop for themselves a connection between the value and behavior in given situations; others may not. And even among those who see the value as having a bearing on a given situation, there may be disagreement as to what kind of behavior it indicates as desirable.

Some devout Christians, for example, believe that the tenents of their religion with regard to the brotherhood of men include all men, regardless of their color, and that brotherhood involves participation on equal terms. Others, equally devout, cite biblical texts in support of the argument that God intended men of different skin color to live separately. Or, in the case of the ideological

struggle against Communism, some persons hold that, if the United States is to convince the people of Asia and Africa of the sincerity of its position, it must treat its own colored citizens as equals. Others see in the sale of a home in a white neighborhood to a Negro family evidence of a Communist plot. Still others make no connection at all between political ideology and behavior toward Negroes.

One might suppose that values having to do with the maintenance of law and order would be less open to conflicting interpretations. But the study of the town of Clinton, Tennessee, referred to earlier, provides an interesting observation to the contrary:

> Practically everyone /in Clinton/ professes to be in favor of law and order and opposed to violence and mob rule -- the differences come in the interpretation of what violence and mob rule consist of. In the eyes of community leaders and those who did not participate in Kasper's and Carter's gatherings, some instances of violence were taking place down at the school and on the courthouse square, and the mob was taking over the town...
>
> As to the people who participated in the meetings and the demonstrations many do not seem to see any mob action or violence in what they did. Kasper himself stated under oath that he had not advocated violence or mob rule and that he and the other people were only exercising their constitutional rights of free speech and freedom of assembly....
>
> There is another factor involved in insistence that nothing disorderly was happening. When the interviewer pressed questions about attacks on Negroes during the week and the damage done to Negroes' cars, several members of one family who had been very much involved snickered, and one member, a high school girl..., replied, "That? Oh, it was just niggers." Their code apparently does not hold them responsible for the same standards in their treatment of whites and Negroes.*

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*Holden et al., op. cit., p. 10.

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People who favor integration tend to assume that most of the generalized values which people hold as standards would, if connected with questions of interracial relations, operate in the direction of desegregation. But Robert Penn Warren suggests that some of the opposition to school desegregation in the

South stems from generalized values. Reporting on a trip through the South, he says:

> Now and then, I encounter a man whose argument for segregation, in the present context, has nothing to do with the Negro at all. At its simplest level its spokesman says: "I don't give a durn about the niggers, they never bother me one way or another. But I don't like being forced. Ain't no man ever forced me."
>
> ....
>
> At another level, the spokesman will say it is a matter of constitutionality, pure and simple. He may even be an integrationist. But this decision /the Supreme Court decision on public schools/, he will say, carries us one more step toward the power state, a cunningly calculated step, for this decision carries a moral issue and the objector to the decision is automatically put in the role of the enemy of righteousness. "But wait till the next decision," he will say. "This will be the precedent for it, and the next one won't have the moral facade."
>
> Precedent for what? you ask.
>
> "For government by sociology, not law," he will say.
>
> ....
>
> And I hear a college student in the Deep South: "You know, it's just that people don't like to feel like they're spitting on their grandfather's grave. They feel some connection they don't want to break. Something would bother them if they broke it."*

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*Robert Penn Warren, Segregation: The Inner Conflict in the South, pp. 31-32. Random House, New York, 1956.

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Warren's first respondent seems to be talking about the value of independence or individualism; the second is thinking in terms of a value of constitutional government. For the value being expressed by the college boy, Warren suggests the term "piety."

A dramatic example of how the connection of a value to questions of interracial behavior can be strengthened, and its prescriptions as to appropriate behavior be drastically changed, has been provided by the Supreme Court decisions with regard to public education. In the South, schools have been segregated by

law. Thus the value of "law-abidingness" would lead to acceptance and support of segregated schools. But for most people, probably, the fact that school segregation coincided both with personal preference and with local custom tended to push into the background the fact that it was also prescribed by the value of law-abidingness. It was not until the Supreme Court handed down its decision that the value of law-abidingness became clearly associated in the minds of many people with the question of patterns of behavior between the races. At the same time, the prescription as to appropriate behavior was completely reversed. Previously, for the Southerner who was concerned with obedience to law in matters of race relations, acceptance of segregated schools was "proper" behavior. Now, if he accepts the proposition that Supreme Court decisions express the basic law of the land, the value of law-abidingness dictates acceptance of unsegregated schools.

In Clinton, Tennessee, this process was intensified by the fact that the general terms of the Supreme Court decision were reinforced by a decision in a district court specifically instructing the school board of the county to proceed "with reasonable expedition" to desegregate its high schools. It was on this basis that the school board decided to desegregate and that city officials supported the move. Both journalists and social scientists report that most people in Clinton, including most of the officials who made and who are enforcing the desegregation decision, are personally opposed to desegregation. But both sources also report that most people in the community favor obeying the court decision. The team of sociologists who spent some time in the community shortly after the violent events in the fall of 1956, reported:

> Community leaders in Clinton tell you that nobody--or very few people--want desegregation, but most people in the town want law and order and will accept desegregation under court order until such time as the law is changed. Several leaders stated that if a poll were made, it would show that at least 90% of the people would prefer segregation over integration, but it would also show that 98% would be in

favor of obeying the law, if the law called for desegregation.*#

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*Anna Holden et al., op. cit., p. 8.

#The authors of the report point out that the fact that there had been mob violence in the community had crystallized the "law and order" aspects of desegregation.

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One of the major ways, then, in which a general value becomes connected with a specific issue is through an explicit statement by an authoritative source. Until very recently, there has been little attempt to make an explicit connection between general values of this sort and the specific question of residential integration. Within the past few years, however, steps have been taken which, for many people, may link both respect for law and religious beliefs with residential desegregation.

Since 1955, state laws have been passed in New York and in Washington barring discrimination in housing which receives any form of government aid, including private housing covered by FHA or VA mortgage insurance.# The Connecticut Commission

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#The New York State law in effect at the time of this writing does not apply to the sale of private homes in developments of less than ten houses; thus it does not directly affect the individual home owner. However, the embodiment in the law of the principle that private housing should be available to all qualified purchasers without regard to race, religion, or national origin, may help to establish an atmosphere in which nondiscriminatory behavior with regard to housing becomes identified with lawful behavior.

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on Civil Rights has interpreted that state's law banning discrimination in all publicly assisted housing as applying to private FHA- or VA-insured housing. As of March 1957, bills with similar provisions had been introduced or were being prepared for introduction in nine other states. In addition, bills outlawing discrimination in all private housing, whether or not it had received public aid, had been introduced in Connecticut, New York, and Minnesota.#*

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*"Fair housing bills readied in 12 states," Trends in Housing, Vol. 1, no. 4, February-March 1957; New York, National Committee Against Discrimination in Housing.

#Again, the New York State bill does not apply to the sale of homes in developments of less than ten houses.

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In 1956, the national conventions of two major Protestant denominations made statements emphasizing the implications of the tenets of their faith with regard to interracial housing. The General Assembly of the Presbyterian Church passed a resolution calling upon Christians "to see as of first importance the need of minority families for equal housing opportunities and adequate housing, and to make their houses available to all qualified purchasers without regard to race," and urging Christians to come together "in covenants of open occupancy which will stem the tendency toward 'panic selling,' and stabilize their neighborhoods on a non-segregated basis."*

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*Presbyterian Church in the United States of America, 168th General Assembly, Minutes, 1956, Part I, pp. 227-8. Italics in original.

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The General Council of the Congregational Christian Churches called upon members of the denomination to "support non-segregated practices in selling, buying and leasing property," and urged "real estate dealers, builders, mortgagees, and government housing agents to follow non-discriminatory practices in their businesses."*

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*Social Resolutions Adopted by the General Council of the Congregational Christian Churches, Omaha, Nebraska -- June 20-27, 1956; Council for Social Action of the Congregational Christian Churches, 289 Fourth Avenue, New York 10, N. Y.

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Statements by national conventions may take some time to enter into the thinking of members in communities throughout the nation. However, in some communities local churches have taken initiative in explicitly linking religious values with interracial neighborhoods. For example, in Albany, New York, the Federation of Churches has urged church members to make housing available to Negroes, and has sponsored tours of the slums and of public housing projects to dramatize the housing problems of Negroes; in San Jose, California, the Council of Churches and the Council for Civic Unity have solicited housing for minority families from church members with property, and are reported to have placed "a considerable number" of families

in rental and purchased housing.*

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*"Correspondents Report," Trends in Housing, vol. 1, no. 1, August 1956; New York, National Committee Against Discrimination in Housing.

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The Society of Friends has for some years been active, both nationally and in local communities, in support of integrated neighborhoods.

Concern for the Feelings and Opinions of Other People

The conditions of human living mean that no one acts in isolation. Each individual is constantly affecting other people and being affected by them. The child growing up within this web of social interaction develops a sensitivity to the responses of others. He gains satisfaction from their affection and approval; he is made uncomfortable by their dislike or disapproval; he learns to be concerned for their welfare.

Individuals differ, of course, in their sensitivity to the opinions of others, and in the extent to which they depend on the approval of others to support their own self-esteem. They differ, too, in the extent of their concern for the welfare of others. Perhaps the most important difference, from our present point of view, is in the reference groups which are important to them: whose opinions do they value, and whose happiness do they take into account in evaluating the consequences of their actions?

Regardless of these differences, the consideration of any proposed action is likely to include such questions as: Will this action lead people generally to respect me, or to look down on me? Will it be approved or disapproved by the individuals or groups whose opinion I especially value? How will it affect the people I care for - will it add to their happiness, or is it likely to cause them suffering? Of course, the questions are not usually formulated so explicitly; they may, in fact, not even be consciously recognized. But there are few individuals so self-sufficient, or so insensitive to others, that such considerations about the reactions of other

people do not enter at least dimly into their decisions about many aspects of behavior.

In the United States, behavior with respect to living in an interracial neighborhood generally involves all of these kinds of social considerations: it is frequently taken as an indication of social status, it is generally considered to be within the range of behavior about which other people may properly express their approval or disapproval, and it is considered to have direct consequences for the other people living in the neighborhood. Moreover, although we have no systematic evidence, it appears that the connection between social considerations and living in an interracial neighborhood is usually negative; that is, the white individual tends to expect that his social status will be lowered by living in a mixed neighborhood, that the people whose opinion he values will disapprove of his living in such a neighborhood or of his making it possible for a Negro family to move into a white neighborhood, and that his neighbors will feel that they have been hurt if he makes it possible for a Negro family to move into the neighborhood.

In his analysis of the forces influencing people to remain in or to move away from a changing neighborhood in Detroit, Mayer lists considerations of social status as among the important influences impelling white families to leave the neighborhood. The neighborhood was a relatively old one, which had been fashionable thirty years earlier; even ten years ago, living there implied a degree of prestige. But with the passage of time, this prestige had declined; even before the first Negro family moved in, Mayer's interviews showed that the neighborhood had completely lost status. The newer suburbs now had the prestige which Russel Woods had enjoyed in the past. Mayer comments:

> The net effect is an enormously powerful pull out of a neighborhood which carries little prestige to an address which signifies that its owner is achieving the American dream.*

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*Mayer, op. cit., p. 30.

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To this loss of prestige through the aging of the neighborhood was added the loss of status associated with living in a mixed neighborhood, once Negro families had begun to move in. In considering why even people who were not themselves prejudiced against Negroes were moving out of the neighborhood, Mayer suggests a number of contributing factors, and concludes:

> For the person who cares about collective opinion, living in a mixed neighborhood is taboo.*

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*Idem, p. 33.
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Traditionally, in the United States, non-white-ness has been associated with low-class-ness; to a considerable extent, obviously, this is still the case. The fact that many Negro neighborhoods are in slums, and that mixed neighborhoods are often in areas of substandard housing, is a constant reminder that sections where Negroes live are "low-class." Emphasis in sales appeals on the "exclusiveness" of "restricted" suburbs serves to intensify this association. The fact that there are some areas of desirable housing where white and Negro families live as neighbors has not yet become part of general knowledge.

Nor are most people aware of the general shift in expressed attitudes during the last few years. Even keeping in mind the fact that a person who says he is willing to live in a neighborhood where there are Negroes may not be strongly in favor of unsegregated housing, the fact that in the most recent studies half of the white respondents said they would be willing to live in such neighborhoods indicates a marked change from thirty years ago, when only one white person in eight said he would be willing to admit Negroes to his block. Yet people's estimates of other people's attitudes correspond more closely to the attitudes expressed thirty years ago than to those expressed today.

A survey carried out in a good middle-income residential area in Providence, Rhode Island, provides an interesting illustration. Two hundred thirty families

were asked:

> We know that colored families are moving into other neighborhoods. How do you think your neighbors would feel about having Negro families in this neighborhood?...Are you of the same opinion?

The following table shows the replies.*

	Estimate of neighbors' reactions	Report of own reaction
Willing to accept Negro neighbors	13%	46%
Would object to having Negro neighbors	50	35
Don't know, uncertain, no answer	37	19

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*Urban League of Rhode Island, Neighborhood Housing Committee, "A survey made in the Elmwood section of Providence, 1953," unpublished.

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The number of people who said they would be willing to accept Negro neighbors was more than three times as large as the number who believed that the other white residents of the neighborhood would be willing to accept Negroes.

Interpretation of such studies, in which respondents are asked how they would think and feel and also how they believe other people would think and feel, is complicated. It is frequently assumed that the answers about "other people" really reflect the respondent's own feelings, while his reports of his own feelings reflect either what he believes to be the "right" answers or what he thinks the interviewer would approve. On the other hand, Wilner, Walkley and Cook, after a detailed consideration of alternative interpretations of white housewives' reports as to whether their friends approved or disapproved of association with Negroes, concluded that, in the situation they were studying, the estimates of other people's attitudes did not represent simply a rationalization of the respondent's own attitudes or behavior.* Even if we make the interpretation that replies about "other people"

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*Daniel M. Wilner, Rosabelle Price Walkley, and Stuart W. Cook, Human Relations in Interracial Housing, p. 104. University of Minnesota Press, Minneapolis, 1955.

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represent, in fact, the respondent's own feelings, the conclusion seems inescapable that some sort of change has occurred which leads people to believe that willingness to accept Negro neighbors is the "correct" answer and to shift their replies about <u>their own reactions</u> in this direction, whereas thirty years ago they felt free to express openly their opposition to mixed neighborhoods.#

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#The tendency to ascribe more "prejudiced" attitudes to others than to oneself appears in studies concerned with many aspects of interracial behavior. For example, in the Gaffin study reported in the previous chapter, each respondent was presented with a list of fifteen occupations, from shoe shine boy and waiter to doctor and judge, and was asked, first, whether he thought "most of his friends would rather have a white or a Negro take care of them" in each of the occupational capacities or whether it wouldn't matter to them. He was then asked to go through the entire list again telling whether he himself would rather have a white or a Negro take care of him or whether it wouldn't matter to him. For all but one of the fifteen occupations a higher proportion said that it "wouldn't matter" to <u>them</u> than that it "wouldn't matter" to most of their friends.

An interesting relationship appeared when these answers were examined in the light of the individual's own "prejudice score" (derived from a different set of questions). Individuals who were classified as "least prejudiced" or as "intermediate" in prejudice tended to say that whether they were taken care of by a white or a Negro would make less difference to them than to their friends. Those who were classified as "most prejudiced" were more likely to describe their friends as having the same reactions as themselves or as being less concerned about whether they were taken care of by a white or a Negro.

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In his study of a changing neighborhood in Detroit, Kerckhoff found misjudgment of the <u>intentions</u> of other people. Many respondents were assuming that, as one put it, "We'll probably be the last frogs in the pond pretty soon; almost all the other white people are planning to move." But if the respondents' statements to the interviewers about their plans were taken as indicating their real intentions, it was not true that "almost all the other white people" were planning to move. True, a number of white families had already left the neighborhood, selling their houses to Negroes, and others were in the process of doing so. Of the 52 residences in which interviews were conducted, 12 were occupied by Negroes and 11 more were in the process of being sold, presumably also to Negroes; when these sales were completed, slightly less than half the dwellings in the sample would be occupied by Negroes. But of the white families in the other 29 houses included in the study,

16 told the interviewers that they intended to stay in the neighborhood, and the remaining 13 said they had not decided whether to stay or leave. Kerckhoff raises the question whether the behavior of the white families would be influenced if they realized that a considerable number of other white families intended to stay in the neighborhood; would they be more likely to stay then than they would be if they assumed that "almost all the other white people" were planning to move?*

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*Richard K. Kerckhoff, "A Study of Racially Changing Neighborhoods," first draft, pp. 48-49; Merrill-Palmer School, Detroit, November 1956; unpublished.

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Apparent misjudgment of the attitudes of others has been reported in specific incidents as well as in opinion surveys. In Waverly, Iowa, for example, the manager of a small Federal housing project refused to admit a Negro Air Force captain, on the ground that the other tenants (all white) would object. When this became known, 15 of the 19 white tenants signed a petition to admit the Negro family. The case was brought to the attention of the community through newspaper stories, and the Negro family was offered a house in the "best" residential district in the town, and moved in.* If we assume that the manager's stated reason for refusing an apart-

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*David Loth and Harold Fleming, Integration North and South: Progress Memorandum, p. 23. Fund for the Republic, New York, 1956.

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ment was his true one - that is, that he really believed the other tenants would object - the sequel demonstrates that his estimate represented a gross misjudgment of the attitudes of other people. Even if we assume that his statement about the objections of other tenants was only an excuse to cover his own unwillingness to admit the Negro family, it seems likely that he was unaware of the preponderance of opinion in favor of admitting them.

The expectation of opposition is not always illusory, however. In instance after instance, there are reports of white owners who have entered into negotions to sell their homes to nonwhite families receiving protests - pleading, angry,or

threatening - from neighbors. We have come across no published reports of instances in which a white owner debating whether to sell to a nonwhite family has been encouraged by his neighbors to do so. Such cases, if they exist, would of course be less likely to be publicized; nevertheless, it seems likely that they have not often occurred.

That expressions of community sentiment are so frequently negative may seem surprising in view of the findings of current studies, reported in the preceding chapter, that roughly half of the white population of the United States expresses willingness to live in the same neighborhood with Negroes. But, as was pointed out in that chapter, this balance between expressions of willingness and of unwillingness to live near Negroes probably does not represent an even balance between approval and disapproval of mixed neighborhoods. Many of the people who express willingness to accept Negro neighbors may be indifferent rather than actively in favor of mixed neighborhoods, while many of those who express unwillingness to have Negro neighbors may be strongly opposed.

Perusal of reports of several instances of neighborhood protest suggests a number of additional, though closely related, clues as to the reasons for predominantly negative expression of community reactions.

First, there is seldom any evidence as to <u>how many</u> of the neighbors are opposed. One letter of complaint, one threatening telephone call, may be enough to convince the prospective seller that his neighbors object. A colleague has related to us an incident in which acceptance of a single complaint as evidence of neighborhood opposition would have been quite misleading. Since he was about to leave the small midwestern community in which he had been living, it was necessary to sell his home. Partly as a result of a public statement in which a good many residents of his general neighborhood had expressed approval of residential integration, he decided to make the house - which was in an all-white neighborhood -

available for sale without regard to race. However, he was not acquainted with the views of many of the residents of his immediate block. He did know that one woman had previously expressed opposition to the idea of admitting Negroes to the block. When it became known that our colleague's house was for sale, and after a prospective Negro buyer had visited the house, this woman called on the prospective seller and expressed the hope that he would find "a nice new neighbor for us." In the light of her previously expressed views, the prospective seller took this to be a subtle way of requesting that he not sell the house to a Negro family. Concerned lest this might represent the general feeling on the block and thus that the Negro family, if they moved in, would be met with general hostility, he made inquiries about the probable reactions of other neighbors. He was assured that several of them would be very much in favor of the idea of making the house available to Negroes, and so he decided to continue with his plan - which he might have abandoned if he had accepted without question his first assumption that the opposition of one neighbor represented the general reaction.*

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*Personal communication from Murray Horwitz.

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Sometimes, of course, the rest of the community does share, or is led to share, the views of the protestors; in the case of the Sing Shengs, reported in the prededing chapter, the overwhelming vote, by secret ballot, not to admit the Oriental family into the community seems clear evidence that the objectors were not a minority. Where the objection is registered not by secret vote but by signatures on a petition, the status of community opinion is less clear. It appears that some people sign protest petitions, not because they themselves object to the presence of a nonwhite family, but as a result of pressure from the circulators of the petition and their own desire to "get along with the neighbors."*

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*Such a situation is reported, in the case of a Japanese-American family in a town in California, by Robert H. Sollen, in Property and Prejudice, p. 76. Unpublished

manuscript prepared for the Commission on Race and Housing, 1956.

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The number of names on a petition may be misleading in another way; the persons who sign may be genuinely opposed to the sale, but they may not be the persons most directly concerned. In the case of a petition protesting the sale of a home in a California town to a Mexican-American family, the white seller reported that, of the twenty names on the petition, only three were "immediate neighbors."*

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*Robert H. Sollen, op. cit., p. 74.

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In general, then, it appears that persons who are opposed to the presence of a nonwhite family are more likely to express their views, and to express them more vigorously, than those who are not opposed. This is a common phenomenon with regard to many controversial issues; if it appears that a certain action is about to be taken, there is obviously more incentive for those who are opposed to it to speak up, in order to head it off, than there is for those who are not opposed.

A second, and closely related, clue to the generally negative character of expressed neighborhood reactions to the anticipated coming of a nonwhite family is that those who are opposed usually speak out <u>sooner</u> than those who are not opposed. This seems to be partly due to the fact that in many communities there are organized channels for the expression or mobilization of opposition - real estate boards, for example, or home owners' associations devoted to the objective of keeping the neighborhood "pure" - whereas often there are no individuals or groups who have as a major function the expression or organization of support for mixed neighborhoods. Moreover, opposition, if it is to be effective in preventing the entry of a nonwhite family into the neighborhood, must be expressed quickly; approval is frequently not expressed except in reply to opposition.

The importance of the <u>first</u> reactions in setting the tone of subsequent behavior of other people is commented on by Kohn and Williams in an observational

study which involved the introduction of Negroes into situations where they had not previously been present - neighborhood bars, meetings of voluntary organizations, adult education classes. They point out that one of the characteristics of such novel situations is that patterns of appropriate conduct have not been established, and many participants are confused about how to react. This uncertainty about what is appropriate behavior, they note, is characteristic also of situations where the definitions of appropriate conduct are in process of change.

> In the situations studied, the participants who were primarily confused actively sought cues from others' behavior that could be useful in clarifying their own definitions of the situation. Where formal leadership roles existed, other participants turned to the presumed leaders for clarification. Members of organizations almost invariably took their cues from the presiding officers -- if the club president greeted a Negro lecturer warmly, the members were likely to listen to his speech attentively. Similarly, waitresses and bartenders studied the reactions of owners and managers for hints as to whether or not service to Negro patrons was in order.
>
> But in the nature of the case it most often happened that the people in leadership positions were themselves confused; for them the situation was not structured enough even to suggest where to turn for clarification. In consequence, action on the part of any participant became disproportionately important in determining their definitions. Expressions of discomfiture on the part of any customer were taken as an index that "the customers" objected to the presence of Negroes. Direct intervention on the part of a customer almost invariably proved decisive. If any white undertook to act as intermediary for a Negro patron, by ordering a drink for him, or buying him a drink, the bartender served the Negro. Even if the white were a disheveled drunk with a friendliness born of liquor, the bartender was likely to take his action as an index that the customers did not object to his serving Negroes. The possibility that the drunk's attitudes were atypical of the attitudes of other customers was for the moment ignored.*#

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*Melvin L. Kohn and Robin M. Williams, Jr., "Situational patterning in intergroup relations," American Sociological Review, vol. 21, no. 2, April 1956; pp. 164-174 (quote on pp. 168-9).

#Kohn and Williams believe that this decisiveness of the first expressed reaction for setting the tone of behavior holds only in the case of participants who are confused about what behavior to expect from others and what is appropriate action to take themselves. When an individual has reasonably definite, but contradictory, expectations of how others will act and how he himself should act, or where different individuals have definite but contradictory definitions of appropriate behavior, Kohn and Williams believe that other processes will determine the outcome. But it

seems to us that the first expression is likely to be an important determinant even when there are "reasonably definite" expectations, so long as there is any element of uncertainty.

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The combination of earlier and more vigorous expression of objections buttresses the impression that dominant community opinion is opposed to the entry of the non-white family. A third clue relates not so much to the development of the impression of predominant community opposition but to the apparently greater effectiveness of expressions of opposition than of support. It seems likely that the arguments used by persons who oppose residential integration are generally more effective than those offered in favor of it, for the reason that they involve predictions of direct consequences while arguments in support of integration tend to involve abstract appeals. The persons who oppose the coming of nonwhite families predict that their presence will lead to a decrease in property values, or will increase delinquency rates, or in some other relatively specific way will make the community less desirable. Or they threaten the prospective seller with specific consequences, which may range from following him to his new neighborhood to tell his white neighbors there how he has "betrayed" his race,# to physical injury to himself or members of his family.

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#Abrams reports that on occasion representatives of home owners' associations in Chicago have in fact gone to the neighborhood into which a man has moved and have publicized the fact that he sold his former house to a Negro. Charles Abrams, Forbidden Neighbors: A Study of Prejudice in Housing, p. 110, Harpers, New York, 1955.

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Arguments in favor of integration tend to be less vivid; they concentrate on denying the opposition predictions, such as loss of property values, or they appeal to abstract values, such as human rights or Christian brotherhood, whose relevance to the decision is less apparent than is that of the arguments of the exclusionists.

It seems, then, that for most white Americans social considerations are associated with the question of living in an interracial neighborhood, that their influence is strong, and that this influence is likely to be in the direction of

segregation. But there are, of course, individual differences. The strength of the association between social considerations and the idea of living in a mixed neighborhood, the importance attached to social approval and disapproval, and even the direction in which social factors influence action, depend in part on characteristics of the individual and of his social situation.

For example, the security or stability of the individual's own social position may affect the extent of his concern with the social-status implications of living in a mixed neighborhood. There is some suggestion that individuals who are in the process of moving from one socio-economic level to a higher one, or who hope to do so, may be especially sensitive to the status-threat presented by a Negro neighbor. If it is true, as has sometimes been reported, that there is less disruption following the moving of a Negro family into an area of expensive housing than into less expensive housing, this may be partly attributable to the relative security of upper-income white families about their own social position.

It may occasionally happen that social considerations operate "in reverse" -- an individual's behavior is motivated by resentment of social pressures or by antagonism toward his neighbors rather than concern for them. A woman in Dallas is reported to have willed her home, in a fashionable all-white district, to the National Association for the Advancement of Colored People, to spite her neighbors, who had obtained a court ruling that she must remove a ship which she had placed in her back yard.* The man in South San Francisco who had sold his home to the

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*"Feuding Dallas Woman to Sell Home to Negro," Chicago Daily News, January 25, 1956.

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Sing Shengs (see preceding chapter) is reported not to have felt strongly about the matter until, as he said, "I started getting threatening phone calls and was smeared by pressure groups. Now I'm all for Sing."* Despite the unusual direction

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*Earl Raab, "Where Bigotry Won an Election," A.D.L. Bulletin, March 1952, pp. 4-6.

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of these reactions, it seems clear that they were the result of social considerations rather than of the individuals' own racial attitudes.

Other individuals may act in a way which is disapproved by their neighbors simply because the neighbors are not an important "reference group" for them - they do not care what the neighbors think. Kerckhoff, in his study of two streets in Detroit which were shifting to Negro occupancy, interviewed the first few white families on each street who had sold their homes to Negroes. On each street, he found that the first sale to Negroes was made under conditions which made it important for the owner to sell quickly and at a good price, and no potential white buyer appeared. The second sale on each street, he found, was made by people for whom the neighbors were not an important reference group. One was a woman who was an isolate in the community, was out of town for long periods, never visited with any of her neighbors or had more than casual conversation with them. The other was a couple who had never gotten along well with their neighbors; rather wealthier than most of the residents of the block, they were oriented toward a "society page" group, and moved to a fashionable suburb rated highly by members of that group.*

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*Kerckhoff, op. cit., pp. 10-18.

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The strength of the association between social considerations and the idea of living in a racially mixed neighborhood may be affected by specific circumstances. A real estate dealer's remark, "Of course you don't want to buy a house on that block, there are colored people there," or a neighbor's angry telephone call, may be powerful reinforcers of the association between the concern for social approval and residential segregation.

A major factor in determining the direction of influence by social considerations - that is, whether they lead toward or away from acceptance of an unsegregated neighborhood - is the position taken by groups which are important to the individual.

The person who is oriented toward some subgroup which favors integration - one who is, for example, a member of a professional or a religious group which has taken a stand in favor of integration - may find in such a group sources of support which outweigh his neighbors' disapproval. The greater the number of respected individuals or groups in a community which have taken a position in favor of non-segregation, the greater is the possibility that social considerations will influence the decision in that direction.

An interesting example of action based on this principle occurred in Champaign-Urbana, Illinois, where a group of citizens placed a full-page advertisement in the local paper. Addressed "To our fellow citizens," the statement began:

> We believe that many among us will welcome an opportunity to make known to the entire community our individual commitment to democratic principles.

It continued with an affirmation of "faith in an unsegregated community," with no racial, religious or nationality distinctions in employment or housing. The reference to housing read:

> We believe that any family should be free to choose its place of residence. We would welcome neighbors on a personal basis without regard to race, creed, or country of origin.*

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*The News Gazette of Champaign-Urbana, Illinois, April 22, 1956; cited in Community, Vol. 18, No. 10, June 1956, Friendship House, Chicago.

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The names of 1,341 citizens who had signed the statement filled the rest of the page.

Expected Consequences other than Social Approval or Disapproval

A great variety of anticipated consequences for the individual, in addition to social approval or disapproval, may influence his behavior regarding interracial neighborhoods. Some of these may be unique to a particular situation. But there seem to be at least three kinds of possible consequences which occur sufficiently

often to merit discussion. These have to do either: (1) with the quality of the housing and/or of the neighborhood in which one will live as a result of the action taken, (2) with the direct financial consequences of the action or (3) with objective rewards or reprisals which other persons may offer or inflict as tangible evidence of their approval or disapproval of the behavior.

It goes without saying that among the major considerations in the selection of a home are characteristics of the house itself: its attractiveness, the quality of its construction, its appropriateness in size and other respects to the needs of the family, its convenience to the wage earner's place of employment. Characteristics of the neighborhood which influence its desirability, quite apart from its racial composition, are also taken into account. The expectation that a given house will provide a more pleasant and comfortable setting for family living than other available housing may constitute a strong incentive for moving into, or for remaining in, a neighborhood.

Mayer, in his analysis of forces influencing white residents to remain in or to leave a neighborhood in Detroit into which Negroes were moving, listed a number of influences of this type. Inadequacy of community facilities - such as schools, shopping and recreational services - or their anticipated deterioration, appeared among reasons for leaving the neighborhood; so did the availability of desirable features (more modern kitchens, more economical heating systems, etc.) in new houses in other areas. On the other hand, of the four reasons which he identified as operating to keep people in the neighborhood, three had to do with the desirability of the houses and the neighborhood facilities: (1) Houses in the area are "a rare bargain compared with what can be obtained in the suburbs and newer parts of the city." (2) The location of the neighborhood is convenient for people who work in the central city and do not have cars. (3) The neighborhood has religious facilities which are important to the present residents - specifically, Orthodox

Jewish synagogues.*

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*Mayer, op. cit., pp. 25-42.
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A study of white families who had recently moved into three mixed neighborhoods in Philadelphia had similar findings. Asked why they had chosen the particular neighborhood into which they had moved, respondents gave such reasons as that it was convenient to their place of work, or that they had friends or relatives in the neighborhood. Analysis showed that the newcomers tended to resemble the white residents already in the neighborhood in religion and in national origin. One of the neighborhoods had a predominantly Jewish population; the white families moving into this neighborhood were likely to be Jewish. The white families moving into another neighborhood, which had a concentration of Italian Catholics, showed a high proportion of people of Italian descent. Evidently these families had chosen these neighborhoods in the expectation that they would find the general social atmosphere congenial.*

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*Chester Rapkin et al., "The Demand for Housing in Racially Mixed Areas," Institute for Urban Studies, University of Pennsylvania, Philadelphia, January 1957; unpublished.
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Motivations of this sort may remain completely independent of the question of racial composition of the neighborhood, unless the fact that there are nonwhite families in the neighborhood is taken into account in evaluating its desirability. A decision to buy a house because it offers the best value for the money may lead to moving into a neighborhood which is interracial, but the decision made in these terms is not, per se, for or against interracial housing.

On the other hand, the expectation of a change in the general physical attractiveness of a neighborhood or in the quality of housing because of the entry of nonwhite families does directly involve the question of mixed neighborhoods. To

the extent that the expectation results from a stereotyped assumption that Negroes do not take care of their property, it is, in terms of this analysis, an instance of racial attitudes. But, quite apart from stereotypes, there may be a realistic basis for expecting, in a given situation, that the entry of nonwhites into a neighborhood is likely to be followed by actual physical deterioration. It may be, for example, that the neighborhood is one of big old homes, that those which have been sold to Negroes have been sold at inflated prices, and that in order to meet the payments it is necessary to subdivide them or to take in boarders or to skimp on other expenses such as painting and repairs. Or there may be reason to suppose that, even though the new Negro occupants care for their property as well as or better than the former white residents, the quality of city services such as schools, garbage collection, and street maintenance will be reduced once the neighborhood has become racially mixed. Expectations of this sort, especially if they are based on observation of changes already starting to take place, may lead to a decision to leave the neighborhood, even though the individual might be willing to accept Negro neighbors under more favorable circumstances.

Expectations about financial consequences are in some ways similar to expectations about physical changes in the neighborhood. To the extent that they are based on a belief that the presence of Negroes automatically lowers property values, they may be thought of as part of the individual's attitude toward racially mixed neighborhoods. But here again there may be more or less realistic considerations relatively independent of attitude. The offer of a very high price, from a Negro buyer pressed for living space, may be a strong inducement to sell one's home and thus to leave the neighborhood, quite aside from any considerations about the desirability or undesirability of remaining in a place where one has Negro neighbors. The warning of real estate dealers that values are about to go down - and thus that wise home owners should immediately sell to the dealers - may have a similar effect, though the warning may be quite unjustified. On the other hand, if there <u>is</u> panic

selling and the price at which the house could currently be sold is below what it would otherwise be, the foresighted owner, especially if he is sophisticated about property values in changing neighborhoods, may conclude, whatever his attitudes, that his financial interests will be better served by remaining in the house, at least until such time as prices rise again.

The consequences we have been discussing - the acquisition of a comfortable home, the gain or loss of money - follow more or less directly from the act of buying or selling a house, of moving into or out of a given neighborhood. Even though the actions of other persons may enter into the anticipated consequences, and may even be directed toward influencing the individual's decision, they have some purpose other than rewarding or punishing the individual's behavior. For example, a real estate dealer may initiate rumors about an impending drop in property values in an attempt to induce home owners to sell their property to him at reduced prices; his goal is to make money on the transaction, not to penalize the home owners for having done, or not done, something of which the dealer disapproves. But other anticipated consequences may take the form of sanctions, that is, acts taken by other persons specifically as an expression of approval or disapproval of the individual's conduct. Such actions may be taken by persons who feel strongly about what the individual has done or proposes to do, even though they have no official responsibility for supervising his behavior with respect to the given issue. Reprisals in the form of boycott, loss of employment, cutting off of credit, against both whites and Negroes in the South who have advocated school desegregation are of this sort. Or the actions may be taken by an organized group to which the individual belongs and whose rules he has violated. The sanction in this case is likely to take the form of fine or expulsion. Or, finally, the sanctions may be enforced by legal authorities because the individual's behavior has violated a law.

Theoretically, consequences of this sort may include rewards for approved behavior; in practice, they almost invariably take the form of punishment for disapproved

behavior. In the case of interracial behavior, punishment may be threatened for actions which lead toward segregation or for actions which lead toward non-segregation. It may even happen that an individual expects penalties from one source for behavior leading toward non-segregation, and penalties from another source for behavior leading toward segregation. Thus, a member of a school board or a community official in the South may forsee reprisal from his constituents, in the form of not voting for him at the next election, if he takes steps to desegregate the local schools; at the same time, he may foresee imprisonment by federal authorities for failure to comply with the order of a federal court directing that schools be desegregated.#

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#Reports from communities in the South suggest that this apprehension of imprisonment may exert a strong force toward desegregation. Holden et al., in the study of Clinton, Tennessee, mentioned earlier, state that the County School Superintendent is personally very much opposed to desegregation, and quote him as saying that the County went ahead with desegregation because "they had no choice; we were under court order and we did not want to go to jail." (Holden et al., op. cit., p. 16) Expectation of punishment for violation of the law is distinguishable from allegiance to the value of law-abidingness as an influence on the individual's decision.

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At the present time, there do not seem to be any sanctions regularly applied to individual behavior with regard to housing segregation or non-segregation. Before restrictive covenants were declared legally unenforceable, the possibility of a lawsuit and an award of damages may well have constituted a strong deterrent to the sale of a home to a family of the proscribed racial or nationality group. The current interest in state legislation against discrimination in housing may foreshadow an application of legal sanctions against the individual home owner who refuses to sell his home to an otherwise qualified nonwhite buyer. At the time of this writing, however, only two states have anti-discrimination laws which apply to private housing, and then only if it is covered by FHA or VA mortgage insurance. Moreover, in New York State the law does not apply to the owner of a single home.#

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#See page 17 for a somewhat more detailed account of proposed state legislation.

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Unofficial sanctions seem to take the form primarily of threats of physical injury to the white seller or his family. Although there is no evidence as to how often such threats are made, one may guess that they are quite rare, and that they are almost never translated into action.

Reprisals in the form of vandalism, bombing, and personal injury are sometimes inflicted on the nonwhite family moving into a white neighborhood. The possibility of such consequences may be an important deterrent to attempts of minority groups to enter neighborhoods new to them, but presumably they do not enter in any major way into the decision process of the white person, which is the subject of the present analysis.

For persons who have an institutionalized role with respect to housing, however, there are institutionalized sanctions against behavior which fosters interracial neighborhoods. This point will be discussed in a later section.

When reprisals of some sort are expected or threatened, their effectiveness as a deterrent is conditioned, of course, by the individual's vulnerability to the particular consequences which are foreseen. Threats of imprisonment or of personal injury, if taken seriously, are likely to be weighty considerations for all but a few persons with intense convictions or out-of-the-ordinary personality make-up. Threats of economic sanctions, however, may vary considerably in effectiveness, depending on the individual's position; they are likely to be much more salient considerations for the man who is dependent for his income on his job or his business than for the man with a comfortable income which cannot be affected by firing or boycott.

The Availability of Alternative Courses of Action

If circumstances are such that only one course of action is open to an individual, his behavior will of course be determined by this fact, rather than by his attitudes, values, or expectations of social or other consequences. It pro-

bably seldom happens that alternatives which would lead toward segregation, or those which would reduce segregation, are completely unavailable. However, one alternative may, realistically, involve so much more delay or so much more effort than another that it appears practically unavailable.

No matter how reluctant a man may be to sell his home to a Negro, if it is important to him to sell the house within a certain time and at a certain price, and if the only prospective buyers who appear within that time are Negroes - let us say because the house is a large old one in a neighborhood which is no longer fashionable - he may conclude that the only feasible course is to abandon his earlier intention to sell to whites only. Kerckhoff found that the first sale to Negroes on each of two previously all-white streets in Detroit occurred under such conditions. In at least one of the cases, the sale to a Negro was made with great reluctance.*

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*Kerckhoff, op. cit., pp. 10-14.

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On the other hand, the owner of a home in a white neighborhood may want to sell it to a Negro - because of convictions about the desirability of residential integration, or out of a desire to spite his neighbors, or for whatever reason. But if it is important to him to sell within a certain time and at a certain price, and if he is unable to locate a prospective Negro buyer within that time, he will probably sell the house to a white buyer.

In this situation, the alternative of selling to a Negro family may be made unavailable either through the action of key persons in the housing market or through the reluctance of Negro families to venture into neighborhoods where they feel they are not welcome. Real estate dealers may refuse to offer the house to potential Negro buyers; financial institutions may refuse mortgage funds to a Negro for the purchase of a house in a predominantly white neighborhood.

On the other hand, it may happen that no nonwhite purchasers appear even when there are not such specific obstacles. Persons who are engaged in action programs

to reduce residential segregation report that one of their difficulties is in finding Negro families who are willing to be the first to move into white neighborhoods.

That this reluctance does not stem to any considerable extent from a preference for living in Negro neighborhoods or from a distaste for having white neighbors is evidenced by replies in the Gaffin study cited earlier. To the question, "Do you think that most Negroes want to live in white neighborhoods or in Negro neighborhoods or that it doesn't matter to them?" the great majority of Negroes, both North and South, replied, "It doesn't matter." Only 9 percent of Negroes in the North, and 24 percent in the South, said that Negroes prefer to live in Negro neighborhoods. The replies to the direct question as to whether the respondent himself would be willing to live in unsegregated neighborhoods were even more striking. In the North, 98 percent of the Negroes interviewed said they would be willing to live in the same neighborhood with white families, and 97 percent said they would be willing to live next door; in the South, the corresponding figures were 86 percent and 79 percent.*

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*Ben Gaffin and Associates, op. cit.

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Kitano asked 505 Japanese-Americans living in the San Francisco Bay area:

> Suppose you wanted to buy or rent in a certain district and someone told you the neighbors would not like to have a Japanese family in the neighborhood. What would you do?

Sixty-one percent of the interviewees replied that they would stay out of the area or, if they had already moved in, would leave; only 23 percent said that they would move in at any cost; the remainder said they would move in only under certain circumstances which might be expected to reduce the opposition. Next the interviewee was asked why he would take the kind of action he had described. Among those who said they would stay out of the neighborhood, the typical reasons were, "It's not worth the trouble," or, "I don't want to be the cause of any unpleasantness." Only a very few gave answers that suggested a wish for self-segregation, such as,

"Japanese people should stay together."*

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*Harry Kitano, report prepared for the Commission on Race and Housing, unpublished; pp. 104-106.

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We do not know of any similar systematic studies among other minority groups. It seems likely, however, that the desire to avoid unpleasantness keeps many nonwhite families from moving into, or trying to move into, predominantly white neighborhoods. The Friends Housing Committee of Syracuse quotes a Negro interviewee as saying, "I don't want to have to lie awake thinking someone may throw a brick through my window or set fire to my house."*

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*Friends Housing Committee, Religious Society of Friends, Syracuse, N.Y., "Survey of Negro Families Living outside 15th Ward Area in Syracuse, N.Y. and Surrounding Areas," p. 3. July 1955, mimeo.

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Like the white family with a house to sell, the white family intent on buying or renting a home may find that certain alternatives are not available. Given the present prevalence of segregation, the family that wants to live in an all-white neighborhood is not likely to have trouble finding such a location. However, the family which would prefer to live in an interracial neighborhood - in this case, presumably because of convictions about the desirability of integration - may find the possibilities in this direction severely limited. Although there are probably few, if any, communities where segregation is so complete that no mixed neighborhood exists, it may be that the only mixed areas are in the slums. If the white family's interest is in living in a racially mixed neighborhood of desirable housing, it may conclude that it has no choice but to live in an all-white neighborhood after all.

Or, even though there may be areas of desirable housing where both white and Negro families are living, real estate dealers may be unwilling to show homes in these neighborhoods to white buyers. Experiences of this kind have been reported

in a number of communities. For example, Weaver, in his account of the acceptance of Negro families in Hastings-on-the-Hudson (referred to in the preceding chapter), adds the comment:

> Whites who have recently moved into the area report, however, that white realtors often had to be pressured into showing them the property they ultimately purchased.*

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*Robert C. Weaver, "The effect of anti-discrimination legislation upon the FHA- and VA-insured housing market in New York State," Land Economics, November 1955, Vol. XXI, No. 4, pp. 303-313 (quote on p. 310).

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And the Council for Unity of New Rochelle, N. Y., in reporting on efforts to stabilize as an interracial community a neighborhood into which Negro families had moved within the preceding five years and in which, at the time of the campaign, about ten percent of the homes were occupied by Negroes, stated:

> The biggest stumbling block to further progress to date is the almost solid reluctance of white real estate brokers to show homes for sale to prospective white buyers.*

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*Council for Unity of New Rochelle, Inc., "Report of the Housing Committee," June 23, 1955; mimeo; 50 Weyman Avenue, New Rochelle, N. Y.

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Factors Influencing Persons Professionally Engaged in the Housing Market

The preceding discussion, as well as other material presented in this volume, suggests that the activities of real estate dealers and other persons who occupy key positions in the housing market constitute a major barrier to the establishment of interracial neighborhoods. Why should the activities of persons in these positions be so frequently directed toward the maintenance of segregation? What are the special influences affecting their behavior?

For the individual home owner or home buyer, the way in which his values, his expectations of social and other consequences, his perception of the available alternatives, become associated with his decision for or against living in an unsegregated neighborhood may be determined to a considerable extent by circum-

stances which are more or less unique to his individual situation. But in the case of persons who have an institutional role with respect to housing - real estate dealers, builders, lenders of mortgage money, etc. - certain of these factors are brought into prominence by the nature of their professional activities and operate regularly to influence action in a direction opposed to interracial housing. For the sake of simplicity, the position of real estate dealers is used as an illustration in the following discussion. However, with some modification of details, the points made apply equally well to other persons professionally engaged in the production or sale of housing.

There seems little reason to suppose that real estate dealers, as individuals, differ markedly from their fellow citizens in their attitudes toward minority groups, in the general values to which they subscribe, or in their needs for social approval. The crux of the real estate dealer's situation seems to lie in the fact that, by the very nature of his occupation, his activities with regard to interracial housing may be expected to have direct financial consequences. Refusal to sell a home in a white neighborhood to a Negro is seen as "good business" because it is believed to keep local good will and to encourage a continued flow of white buyers into the community. Once a few Negro families have entered the neighborhood, encouraging the rapid transition to a segregated Negro neighborhood is also "good business," since it leads to many sales and thus many commissions.#

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#The dealer may genuinely believe that he is doing his white clients a service by suggesting that they leave a neighborhood in the face of a Negro "invasion." But that such activity is also to his financial advantage is unmistakable.

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Moreover, the approval or disapproval of community members and of other realtors is easily translated into economic consequences for him. There is no reason to suppose that real estate dealers, as individuals, are more sensitive to public opinion than are other people. Yet interviews with 90 real estate brokers in Chicago, reported by Helper, suggested that their major consideration

in deciding whether or not to sell a given house to a Negro was, "Will the community be willing to accept it?"* Apparently the function of real estate dealers

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*Rose Helper, The Role of the Real Estate Business in Minority Group Housing, pp. 10-19. Unpublished manuscript prepared for Commission on Race and Housing, 1956.

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in the housing market sensitizes them to community reactions. The reason seems obvious: a dealer's success in business is largely dependent on the good will of the people in the community, who are his prospective clients. And the real estate dealer's position tends to make him even more subject than other people to the impression that white residents are uniformly opposed to the coming of Negroes.#

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#The Friends Housing Committee of Syracuse, in its report on the experiences of Negro families living in predominantly white areas, suggested that "the greatest opposition to integration stems not from the average citizen but from the 'gatekeepers' -- the realtors and builders, who think that the neighborhood will be less oriented toward a democratic housing pattern than it really is." (Friends Housing Committee, Religious Society of Friends, Syracuse, N. Y., op. cit., p. 1.)

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Complaints about sales to Negroes are especially likely to be addressed to the broker who handled the sale or to the local real estate board, whereas approval or acceptance of such sales is not likely to be expressly communicated.

In addition, the official position of the National Association of Real Estate Boards adds pressure toward the maintenance of segregation. The Code of Ethics of NAREB, adopted in 1913, contained the following provision:

> A Realtor should never be instrumental in introducing into a neighborhood a character of property or occupancy, members of any race or nationality, or any individuals whose presence will clearly be detrimental to property values in that neighborhood.*

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*National Association of Real Estate Boards, Code of Ethics, Part III, "Relations to Customers and the Public," Article 34.

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In 1950, after the Supreme Court decision against the enforcement of restrictive covenants through judicial processes, this article was changed to read:

> A Realtor should not be instrumental in introducing into a neighborhood a character of property or use which will clearly be detrimental to property values in that neighborhood.*

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*In the 1950 revision, this article was renumbered 35. In a 1955 revision, it became Article 5 of Part I, "Relations to the Public."
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All member boards accept the Code of Ethics of NAREB. Many, if not all, have provisions in their own rules which are similar to the article quoted. That the deletion of the references to "race or nationality" from the article in the NAREB code has not resulted in any general change in the meaning attributed to it is evidenced by a letter dated June 1, 1955, sent to all active members of the St. Louis County Real Estate Board, which read in part:

> Our Board of Directors wishes to call to your attention, our rule, that no Member of our Board, may, directly or indirectly, sell to Negroes, or be a party to a sale to Negroes, or finance property for sale to or purchase by Negroes, in any block, unless there are three separate and distinct buildings in such block already occupied by Negroes. By a "block" is meant, both sides of the street on which the property fronts, between intersecting streets.
>
> This rule is of long standing and has our interpretation to be directly associated with Article 34 of the Code-of-Ethics of the National Association of Real Estate Boards, reading: "A Realtor should not be instrumental in introducing into a neighborhood a character of property or use which will clearly be detrimental to property values in that neighborhood."*

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*Cited by Rose Helper, in The Role of the Real Estate Business in Minority Group Housing, op. cit., pp. 63-4.
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So long as the provision of the Code of Ethics is interpreted to refer to sales to nonwhite families, the article establishes for real estate agents a connection between an important general value - adherence to professional ethics - and actions which lead to maintenance of residential segregation. For an individual who enters the profession, the Code operates to influence behavior in a direction in which his own attitudes and value system might not have led him.

Should this result not follow from the value which the individual places on

living up to the ethical standards of his profession, it may still follow from a fear of unpleasant consequences. Violation of the NAREB code, or of the regulations of the local real estate board, may lead to expulsion from the board.# There seems

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#Although it is possible for a real estate dealer to function, and to be financially successful, without being a member of a real estate board, membership confers certain advantages. The major one is a multiple listing service available to members, under which they have access to a list of properties for sale through other members and which makes possible quicker sale of their own listings. Obviously, consideration that sale of a home to a minority group member may result in the loss of this service may become an important determinant of a dealer's behavior.

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to be no public record of how often such expulsions have occurred, but two recent cases in the Los Angeles area make it clear that the practice does exist. These cases have received public notice because the dealers have filed damage suits against the local real estate board. Both the expulsions occurred in 1955. In one case, the dealer had sold a home to a Mexican-American family; in the other, to a couple of Italian-Spanish descent, born in the United States. Both dealers assert that they were brought before the local real estate board on charges of violation of the above-quoted article of the Code of Ethics, and that the only questions which were raised had to do with the race or nationality of the purchasers. Both dealers were found guilty of unethical conduct, and fines were levied. Technically, the two dealers were expelled for failure to pay the fines, but both, in their suits, maintain that the expulsion was imposed because they had sold homes to minority group members.#*

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#In one of the cases, it appears that the dealer was not given an opportunity to pay the fine, but was suspended without notice.

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*The circumstances of these cases are described by Robert H. Sollen, op. cit. The lawsuits are:

Earl Wing v. Southeast Realty Board, I. B. Young, and Ardell Thomas, (SG C-1125). Filed in Superior Court of Los Angeles County, Department "A", South Gate.

Harry E. Beddoe v. Southeast Realty Board, Ardell Thomas, I. B. Young, Russell

Kerber, Catherann Schrader, William Young, H. M. Erickson, Bob Compton, and four John Does, (SG C-1050). Filed in Superior Court of Los Angeles County, Department "A", South Gate.

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The board denied that its action was based on race discrimination. At the time of this writing, the cases had not yet come to trial.

Summary

We have suggested a number of influences which may affect an individual's actions as they relate to the development or prevention of interracial neighborhoods: the individual's own racial attitudes, the general values he holds as a guide to conduct, his expectations of social approval or disapproval, his expectations of other consequences, his peception of the courses of action available to him. We have suggested conditions which may make a given type of influence more important or less important to an individual, or which may enhance or weaken its connection with actions affecting segregation or desegregation.

We have been able to say little or nothing about the interaction of determinants in the very complex picture we have presented. That this nevertheless may be the crucial consideration, we realize. To illustrate this, we quote from another of Robert Penn Warren's conversations in the South:

> Another man, with a small business in a poor county...He is telling me what he has been through. "I wouldn't tell you a lie," he says. "I'm Southern through and through, and I guess I got every prejudice a man can have, and I certainly never would have got mixed up in this business if it hand't been for the Court decision. I wouldn't be out in front. I was just trying to do my duty. Trying to save some money for the county. I never expected any trouble. And we might not have had any if it hand't been for outsiders, one kind and another.
>
> "But what nobody understands is how a man can get cut up inside. You try to live like a Christian with your fellow man, and suddenly you find out it is all mixed up. You put in twenty-five years trying to build up a nice little business and raise up a family and it looks like it will all be ruined. You get word somebody will dynamite your house and you in it. You go to lawyers and they say they sympathize but nobody'll take your case. But the worst is, things just go round and round in your head. Then they won't come a-tall, and you lay

there in the night. You might say, it's the psychology of it you can't stand. Getting all split up. Then, all of a sudden, somebody stops you on the street and calls you something, a so-and-so nigger-lover. And you know, I got so mad not a thing mattered any more. I just felt like I was all put back together again."

He said he wished he could write it down, how awful it is for a man to be split up.*

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*Robert Penn Warren, op. cit., pp. 60-1.

Arthur G. Campbell
Planning General

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25. The Concept of a Planning Region—The Evolution of an Idea in the United States*

JOHN FRIEDMANN

Part II of this paper was written in 1955. It does not purport to describe the *practice* of planning in the United States; it attempts, rather, to sketch the *evolution* of an idea: the concept of what is a suitable area for the administration of planning programs. Reference is to the United States, of course, and the focus is on planning activities that in scope exceed municipal boundaries. For urban and regional planning in this country have developed as two different specializations as, indeed, they have in most parts of the world. City planners have been concerned mainly with creating a more efficient physical environment; regional planners have been principally engaged in solving problems of resources and economic development. The reason for this divergence is shown to lie chiefly in the controls available to urban, state, and federal governments for the implementation of policy objectives. The article concludes with a plea for the integration of the regional and urban approaches to planning within areas that have the city as their center of dominant influence.

PART I

American planning practice, and not only the practice but the idea of planning itself, has always been in sharp contrast to the approach popular in Central Europe and elsewhere. Characteristically, it is almost completely devoid of ideological overtones; it is, for the most part, loose and informal; and it is closely linked to operations.[1] As such, it is congenial to the American pragmatic temperament and well adapted to the federal system of decentralized government and ad-

* Reprinted from United Nations, Department of Economic and Social Affairs, Working Paper No. 12, June 25, 1958, and *Land Economics*, Vol. 32 (Feb. 1956).

ministration. The Grand Conception, the Five-Year Plan, is a phenomenon unknown in the United States. Planning tends rather to be piecemeal and experimental.

This is well illustrated by the history of American economic development, a development which might almost be called spontaneous. It was certainly not and still is far from being a centrally directed or planned development. This should not be taken to mean, however, that government has not taken a very active part in economic affairs, be it through fiscal policy, grants-in-aid, subsidies, regulations, research, or resources management. But programs such as these were never, except superficially, related one to the other in a total planning operation. And consequently, there has been no attempt to achieve a regional integration of national policies. Just as no priorities are assigned according to function, so also are there no priorities according to area. Spatial integration has been left to take care of itself. That this approach has, on the whole, been successful is a tribute to the American system. There is no assurance, however, that it would work equally well in other parts of the world.

Regional planning in the United States has at various times had reference to different types of activity as well as to different types of area. There was a time, roughly from 1933 until the end of World War II, when regional planning meant primarily the development of water resources and adjacent land resources within a given river basin. The basic planning unit was the watershed and the objective, the fullest possible use of all physical resources for the improvement of living levels within the area. The Tennessee Valley Authority has been the outstanding example of this type of planning, but a number of other river basins have followed suit: the Columbia, the Central Valley of California, the Missouri, the Arkansas and Red Rivers. Several administrative schemes were tried. The TVA, however, remains the only "authority" in full charge of a comprehensive development program.

The postwar era brought to the fore a different set of problems, and the undogmatic character of planning in the United States made possible a quick adjustment to the new conditions, as attention shifted from the watershed to the metropolitan region as the major planning area. As more and more people streamed into the sprawling urban communities, problems of urban settlement leaped suddenly into the limelight of public concern. City limits had lost their practical significance as population spilled beyond it and as large parts of the United States came within the immediate influence of urban centers. In consequence, so-

called regional metropolitan planning agencies sprang up in many parts of the country.

At the same time, there was also a sharp and growing awareness that many states and groups of states had been left behind in the race for industrialization or, at least, were growing less rapidly than the more advanced centers. There were, for instance, the older industrial areas that had failed to create favorable conditions for the expansion of dynamic industries: chemicals, synthetics, electronic machinery. And there were the "new" regions whose spectacular economic growth had, within a few years, created pressing social and physical problems of adjustment. The phenomenal expansion of industrial and commercial investments following the war had thus created a highly competitive mood in all of the 48 states. Each state wanted to get its share of the new wealth. And so there came into being a new type of "regional planning"—area development. Nearly all of the states established planning or development agencies whose principal job was research into the resource possibilities of their respective areas, information about industrial opportunities, and promotion. In very few instances, however, were these agencies also given control over the planning of state capital budgets.

All told, there are in the United States today a vast number of organizations and institutions concerned with various aspects of regional development. Dr. Perloff lists 19 types of groups, comprising hundreds of individual organizations, from City Planning Commissions in the multimillion cities such as Los Angeles and New York, to official Metropolitan Planning Organizations, Metropolitan and Rural Special Districts, State Planning and Development Agencies, Interstate Organizations, private Area Development Agencies, Regional Authorities, consulting firms, and so forth.[2] This multiplicity of "planning" is truly amazing; and yet there is no plan! A plan is largely an instrument for the integration and coordination of policies. But there exist other means for integration, and Americans have generally preferred more informal methods for bringing together various programs to the rigid "blueprint" of a master or development plan.[3]

What is the relevance of this approach to regional planning for other countries, especially for those which are only now beginning their march towards economic independence and higher levels (and standards) of living? In some respects, the approach is difficult to copy, if only because it assumes certain habits of mind and of administration that are peculiarly American. On the other hand, U.S. experience sug-

gests some guidelines that it may be useful to explore, regardless of what the national style may be.

Experimental Character of Planning

As has been mentioned before, American planning has been particularly undogmatic. As new problems have arisen, the approach to planning—concepts, methods, administration—has changed to meet new challenges in the best possible way. Intellectually this may not be as satisfying as a more theoretical approach; on the other hand, it is appropriate to a view that considers planning not as an end in itself but as a means toward the solution of specific problems. Much, of course, will depend on the definition of the problem itself, the scope that is given to it, and on the objectives to be reached. But in each case, it is the problem that suggests the means for solution, and not the other way around. In situations that are rapidly changing—as with all of the transitional economies throughout the world—the experimental attitude is much to be preferred to the dogmatic.

Flexible Planning Regions

Flexibility in the application of regional concepts is a corollary to the experimental character of planning. Economic development proceeds through different geographic or spatial arrangements: from rural to urban areas—a shift from agriculture to industry; from one or a few small urban-industrial centers and their surrounding regions to progressive regional decentralization of industrial activities; from "dual" economies to a single national market area. At each stage of development, different regional delimitations will be the most convenient and efficient for purposes of planning. Thus, large multistate regions may be the answer in the beginning, and upon these may be superimposed river basin development schemes; later, the metropolitan region may be the answer, with special programs designed for subregions that need particular attention. No one set of regions is ever completely satisfactory. Each problem must be analyzed in its own terms.

Integration of City and Regional Planning

Cities may be considered as centers of economic development: they affect economic patterns in the areas over which their influence extends, and, at the same time, they are affected by the growth which surrounds them. No effective regional planning can be done—in the sense of resource and economic development—without considering the role of cities, without considering the *core* of economic progress. Similarly, a

good city planner cannot afford to ignore the character of the "city region" and the whole vast hinterland that surrounds the urban nucleus: the characteristics of growth and the requirements of planning are determined by it. The recent trend in the United States toward metropolitan planning recognizes this interrelationship and is taking measures to cope adequately with it. But even less urbanized countries must face up to this problem, and the delimitation of planning regions and the organization of planning administration should take the unity of city and region into account.

Program Planning

Planning is not really planning unless it is effectively related to action programs and administration. That is partly the reason why planning in the United States has been relatively unobtrusive, so that many visitors to this country have, in fact, gone away convinced that planning here does not exist. But it does exist—as an approach to problem solving. Planning activities are very much a part of the way in which existing organizations carry on their daily business. There may not be any specific group indicated to do the planning because everybody is in a sense engaged in planning. A plan that lacks operational significance is a museum piece, and planning does not necessarily begin with a plan but with introducing greater rationality into public decision-making, through better information (research and analysis) and through foresight (projection). Many alternatives for organizing the administration of planning present themselves. But one of the cardinal rules should be that every planning endeavor must be intimately related to the operations of the institution for which the planning is to be done.

It is reasonable to expect that at least these characteristics of American planning are transferable to other parts of the world. There are other aspects which probably are not, and in certain respects, U.S. experience may not be applicable at all to less developed countries. For example, in the question of evolving a national policy of regional development; or in adjusting national policies according to the unique problems and characteristics of the different regions in a country; or, again, in the integration of national programs within individual regions. These are essentially new problems for much of the world and each country will have to feel its own way, perhaps committing mistakes, but learning from them also, and so, by a method of trial and error, evolving an approach to regional and national planning which will be adequate to meet present and foreseeable problems and will be designed to fit within an existing structure of values and institutions.[4]

NOTE

Part I of this essay is reprinted from United Nations Economic and Social Council, Working Paper No. 12, June 25, 1958, pp. 1–6, by permission of the United Nations Publications Office. The remainder is reprinted from *Land Economics*, Vol. 32 (February 1956), pp. 1–13, by permission of *Land Economics*. (Copyright, 1956 by the University of Wisconsin.)

NOTES

[1] Harvey S. Perloff, *Education for Planning: City, State, and Regional*, Baltimore, The Johns Hopkins Press, 1957, pp. 89–103.

[2] *Ibid.*, pp. 101–103.

[3] Master plans, however, have been used very successfully in city planning, and "blueprint" planning is, of course, customary in private industry. Only in relation to public economic life has formal, over-all planning been rejected.

[4] Interest in problems of regional development has in recent years received great stimulus from the activities of the Regional Science Association with headquarters at the University of Pennsylvania and Resources for the Future, Inc., a Ford Foundation subsidiary located in Washington, D. C. These organizations have contributed greatly to the general revival of academic concern with regional questions, and much interesting work is now going on at a number of universities throughout the country.

PART II
THE CONCEPT OF A PLANNING REGION*

With few exceptions, public planning activities are delimited and organized in space. The region, the county, the metropolitan area, and the city are usually considered to be the basic units for planning.

In the present essay we shall be primarily concerned with the functional relation between the two main forms of areal planning, between city and regional planning. Theoretically, there should be little to distinguish one from the other. In both cases the major problem is the same: how to bring the physical environment in which men live under the controlling influence of the public interest. In practice, however, city and regional planning in the United States have proceeded along diverging paths.

* The writer is indebted to Drs. Harvey S. Perloff and Harold M. Mayer, both of the University of Chicago, for many helpful comments and suggestions during an earlier formulation of this essay.

To explain this lack of unity we would have to go far into the historical origins of planning in this country—a task too ambitious for the present essay.[1] But the basic distinction between city and regional planning appears when we consider it as primarily a difference in *controls* available to local and federal government for guarding the public interest.

In the cities, planning has evolved largely as an effort to maintain existing rental values and to improve the circulation of people and the flow of goods.[2] Zoning, subdivision control, and the powers of eminent domain are among its principal and most effective tools. Occasionally, too, city planners are charged with the preparation of capital improvement budgets, and the planning function has been extended to problems of internal growth and development. In most cities, however, the predominant concern is still with the present. Only peripheral attention seems to be given to a comprehensive approach which would determine the "needs" of the community ten, twenty, or even fifty years ahead and would proceed to show how these "needs" might best be met in the present. Rarely is the community offered a choice to consider what kind of a future it would have. The element of *design* in planning is almost totally lacking, and the evolution of life in the community is left by default to the haphazard interaction of private interests.

Regional planning, on the other hand, has grown up under quite different circumstances.[3] "Regional planning," wrote the National Resources Committee in 1935, "should, in the main, confine itself to dealing with the physical resources and equipment out of which socio-economic progress arises."[4] By this definition, regional planning has one major focus of interest: the development of physical resources. But the control powers of the federal government were so restricted that its point of entry into regional planning was the field of water resources where it had primary jurisdiction. Through the development of water resources for a multiplicity of uses it was hoped that social and economic advance in the watershed would be furthered.[5] The watershed, therefore, became rapidly identified as the "proper" region for planning, and the recognition that land resources are intimately re-related to the use of water only strengthened this view. Whether it was called the Tennessee Valley, the Columbia Basin, the Missouri Valley, the Central Valley, or the Arkansas-Red River Valleys, the physical setting was always a major drainage basin organized for comprehensive resource development. Flood control; the development of facilities for navigation, electric power, irrigation, and recreation; stream sanitation; erosion

control and reforestration; even mineral development came to be included under development schemes in major river basins.[6]

The best known and certainly the most advanced regional planning agency in the United States is the Tennessee Valley Authority. Elsewhere in the United States a more complex scheme for regional planning has been worked out which involves a multiplicity of federal agencies such as the Bureau of Reclamation, the Corps of Engineers, the Soil Conservation Service, and the Forest Service; and, to an increasing extent state and local organizations. In every instance, however, administration is found to be organized along regional (watershed) lines.

The contrast between city and regional planning which we have attempted to sketch may be summarized by saying that city planning has been primarily concerned with community conservation through land use planning and control while the purpose of planning for regions has been economic progress through the development of natural reresources. What Catherine Bauer calls an "iron curtain" has descended between city and resources planners.[7] Two different professions, two different vocabularies have grown up. Communication between them has become exceedingly difficult, and on the level of practical action there appears to be little coordinaation between schemes of regional and urban development.

Now, coordination is no absolute value. It becomes valuable only where it furthers a particular objective. Thus, we may well ask whether regional planning as currently organized can achieve the end of sustained economic progress without taking explicitly into account the existence of urban centers and whether city planning in its present form can effectively achieve *its* purposes while ignoring the larger regional framework within which the city has to function. These questions have not as yet received adequate attention.

The concept of the region as a tool for planning had its origin in the Great Depression. There had been forerunners, of course, such as the Regional Planning Number of the *Survey Graphic* in 1925,[8] and the writings of Benton MacKaye[9] but, as late as 1934, Hedwig Hintze could write in the *Encyclopedia of the Social Sciences* that "in the United States regionalism has never really appeared."[10] To be sure, there existed many examples of metropolitan planning in New York, Boston, Washington, Chicago, Los Angeles and several of the other large American cities but, as we shall see, the "new regionalism" explicitly rejected the metropolitan area as a logical unit for planning.

The new philosophy took hold especially in the South where planning came to be looked upon as the truly dynamic aspect of regionalism.[11] It was an essential particle of the regionalist's fate that planning would provide the means toward the "rehabilitation of the people, toward the reconstruction of regional economy, toward increasing the region's revenue to the nation as well as its own wealth, and toward general regional, cultural adjustment."[12] The South saw in regional planning an opportunity to halt the decline of its resources and its people and to achieve what came to be vaguely referred to as "regional balance," while yet maintaining its unique agrarian culture and tradition. Whether there was not, indeed, a conflict among these objectives is a question that was not apparently considered.

The writers primarily responsible for elaborating on this concept of the planning region were teaching at Southern universities.[13] And the South, in their view, was indeed the archetype of a "true" region. It was identified with a distinctive "folk culture," the region being "an expression of the folk who occupy it and who give it a distinctive character through their 'natural' extra-organized, extra-technological, and unrationalized ways of life."[14] Folk culture, no doubt, was the cohesive bond that held a region together. But it was not sufficient for a definition. The region was also a distinctive area because it possessed "the largest possible degree of homogeneity measured by the largest possible number of economic, cultural, administrative, and functional indices, for the largest possible number of objectives."[15] Clearly, only a rural economy could, by any stretch of the imagination, be considered sufficiently "homogeneous" to qualify as a region. Though urbanization had made progress in the South, it had not yet drawn the focus of regional interest upon itself.[16]

An imagery of rural values still prevailed in the 1930's.[17] Perhaps the most amazing document of the times is a collection of essays written by twelve Southern writers in which the issue was unambiguously posed: agrarian versus industrial society.[18] These essays turned into a vigorous defense of the "Southern way of life," of traditionalism against what the authors called the "American or prevailing way," against progressivism. Industry must never come to the South in large numbers; the South was to remain a separate cultural enclave, a sanctuary of leisurely culture in the "European" sense.[19] And when a few years later TVA set about to develop the great hydro-electric potential of the Tennessee River, even *Fortune* magazine in an otherwise sympathetic article expressed grave doubts that all of the energy produced by federal dams could ever be sold to industrial consumers.[20]

Economic betterment in the South could be accomplished only by over-all planning—that, at least, was the current belief. *Laissez-faire* as a solution to the difficulties confronting the South was rejected as "futile and cruel."[21] The New Deal provided the impetus for planning. And the homogeneous, natural region seemed to be ideally suited to the comprehensive planning approach. No one, it might be added, seemed to be especially surprised by this strange wedding between Southern rural conservatism (region) and Northern progressivism (planning).[22]

The National Resources Committee which sponsored an extensive study of the region for planning tried to avoid some of the pitfalls of the ideological approach taken by its Southern proponents. "Regional planning," the Committee stated, "is not an end in itself; rather it is an instrument for [illegible] basis for action. It is a means for [illegible] programs, and it should be an aid in determining what kinds of devices are most suited to carrying out these policies and programs."[23] But the ideology was in the air; it was pervasive, and it entered as an unconscious bias into the thinking of the Committee when it rejected the concept of the region based upon metropolitan influence:

> "To construct regions which would adhere to cities rather than to the broader aspects of resources, economic patterns and regional interests is to place the emphasis upon one factor rather than the total region. Upon such a basis, regional planning tends to become an expanded form of city planning. On the other hand, it is by no means certain that planning has not arisen at least in part out of necessity of preserving local rural culture and resources against chaotic economic and social forces emanating from the city. Even were cities themselves carefully planned, this would still be true, for the city is an organism whose very nature places its nutritive processes above larger regional considerations."[24]

This was in 1935. In 1938, Lewis Mumford published his brilliant study on *The Culture of Cities*.[25] While generally sympathetic to the Southern exponents of regional planning, he could not—and would not—escape the basic fact that it was the city which gave a region its cultural vitality. Like his Southern brothers-in-arms, he thought he recognized the region as a "natural area." But, he added, "to define human areas, one must seek, not the periphery alone but the center."[26] The city was thus a fact of the utmost geographic importance "for the urban center tends to focus the flow of energies, men, and goods that passes through a region, concentrating them, dispersing them, diverting

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them, rerouting them, in short, exerting a close and controlling influence over the development of region as a dynamic reality."[27] The city was viewed as analogous to the heart of the body: a controlling mechanism which pumps the life blood of energy, people, and commerce to all parts of the regional organism.

Shortly after the appearance of Mumford's book came the war, and with it began the sudden and startling rejuvenation of the American economy. Already by 1942 there were signs that the wind had shifted: the city was beginning to make an impression on the consciousness of the nation. In a challenging article, Louis Wirth proposed the metropolitan region as a planning unit.[28] That a restatement of the principles of metropolitan planning was necessary at this time only emphasizes the pervasive influence which the Southern School of regionalists had had on the spatial organization of planning. Wirth proposed that the immediate area constituting the region should be the area of daily intimate and vital interrelation between the city, its suburbs, and periphery and, further, that the region should be a unit "which takes account of the city's and its surrounding area's place in the national and world economy."[29]

Toward the end of the war there appeared a sharply critical article which attacked what it recognized as the rural traditionalist bias of regionalism on the grounds that it had failed to do justice to the facts of the technological revolution that was remaking America. "Regionalism," wrote Kollmorgen, "runs counter to the technological aspects of society which are universal and dominant and will eventually prevail over discordant folkways which regionalists may try to perpetuate."[30] Urbanism, to Kollmorgen, was the "wave of the future" that would sweep everything before its onrushing advance.

But the rural values propounded by the regionalists derived from a hardy stock and would not die so easily. Two years after Kollmorgen's incisive critique, and already well into the postwar era, a group of Yale University social scientists and planners resurrected the imagery of a natural region with its foundation in folk culture.[31] This time, however, the regionalists went beyond the traditional requirements of "geographic unities" and "homogeneous desires, attitudes, and wants," and suggested a forceful analogy of the region with individual living organisms.[32] Living in one of the most urbanized, industrial "regions" in the United States, the authors of the Yale Report searched for a regional philosophy that would somehow conform to their urban experience. In "biologism" they found an adequate basis for their beliefs by which

they could challenge the mechanistic aspects of an urban society which they at once accepted and opposed. In this, they came very close to Lewis Mumford's own interpretation a decade earlier.

The Yale Report was perhaps the last outburst of the regional planning ideology in this country. But it did not mean the end of regional research as such. Since 1947 a number of regional studies have been published which continue the long line of such studies first begun by the National Resources Planning Board in the 1930's. The *Economy of the South*, sponsored by the United States Council of Economic Advisers, was one of these and a typical example of the difficulties that the older regionalists encountered.[33] The study included 13 Southern states, chosen on the basis of a "certain homogeneity in geography, population, climate, income, and history," but especially because each of these states was felt to be vitally concerned "in the production of one or both of the two great cash crops which dominate the agriculture of the region, cotton and tobacco."[34] But no sooner had they stated it, than the authors of the Report retracted this inclusive definition. "In fact," they continue, "the problem of homogeneity arises almost as soon as more than one State is included if, indeed it does not arise within the borders of a single State."[35] From a rigorous, scientific viewpoint a definition of the region according to homogeneous factors seemed rather a shaky one in 1949.

A second important regional study dealt with the New England economy.[36] But here the problem of definition appeared in even a more striking form. While purporting to deal with the whole of the "region," the report is actually preoccupied with southern New England, to the relative neglect of rural Maine, Vermont, and northern New Hampshire. Although in their statistics the authors were compelled to admit the basic north-south distinction inherent in the human geography of the region, they described New England elsewhere as an "old industrial community." But surely this is no more than half of the story. The "region" turns out, in fact, to be two, divided among an even greater number of metropolitan spheres of influence.

The very ambiguity of both these reports regarding the nature of their "regions" suggests that the old conceptions had become of doubtful value. A new regional order and a new kind of planning appeared in the making, an order based on "interdependence" instead of a spurious homogeneity. And again it was Louis Wirth who spoke out for the new concept.[37] In such a region, he wrote, "the component parts are not necessarily similar or identical but stand in a relationship of significant interdependence or integration of life in one or more respects. Such a

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region finds difficulty in delineating its boundaries, but is more likely to have a salient or dominant center . . . ."[38] His article helped to clear the way to a view of regional planning that would be in greater accordance with the facts of economic development. To an elaboration of this view we shall now proceed.

It was primarily through the efforts of the Chicago school of sociologists during the 1930's—building on the pathbreaking work of McKenzie—that the concept of the metropolitan region as the logical unit for planning was developed and refined.[39] Concurrently with these studies at Chicago, the German geographer, Walter Christaller, suggested that any inhabited area would exhibit a certain structure of settlement which may be read as a hierarchy of central places standing in a mutually dependent relationship to each other.[40] The validity of Christaller's rigid geometrical pattern of central places has been variously questioned.[41] Its main influence, however, was to provide a new perspective on regionalism and regional structure. To the attentive reader it suggested an approach which by-passed the old problem of delineating homogeneous "folk-regions."

The first major advance beyond these pre-war researches was achieved in this country by Donald Bogue, who provided large-scale empirical evidence for the theory of metropolitan dominance advanced by McKenzie and offered aggregate measurements of metropolitan regional structure.[42] The next step in the development of metropolitan theory soon followed with an attempt to bring together the theories of regional structure as a system of central places (Christaller) and of metropolitan structure (Bogue). Rutledge Vining of the University of Virginia, in a highly stimulating paper, proposed to view the human landscape as an "inter-connected system of central places."[43] Vining appeared to be strongly influenced in his theory by certain traffic flow maps he had seen for the United States. Indeed, his maps seemed clearly to indicate an hierarchical pattern of cities that transcended any "regional" boundaries and presented instead a picture of economic "flows" of different densities, joining one city to another.

This novel view of the "region," in effect, dispensed with the traditional regional concept altogether. Rather, it pictured a *system of cities* having certain properties of stability, though individual units within the system might always be shifting.[44] Considerable support for this view can be found in the long-run trends of the American economy.

An ever-increasing proportion of the total population lives today in

cities or on the periphery of cities. According to Bogue, 57 percent of the population in 1950 lived in the 162 metropolitan areas defined by the Census, and the proportion continues to rise with each year.[45] Shift of population from rural to urban-metropolitan areas implicit in these figures is well portrayed in recent Census maps: population appears to move into clusters around a relatively small number of central places, and most of the rural countryside is becoming rapidly depopulated. Much of this growth during the past two decades occurred within the "rings" of metropolitan areas, however, rather than in central cities.[46] A rough picture of this important trend may be got by comparing the growth rates of urban and rural non-farm populations during recent decades. Between 1930 and 1950 urban population in the United States increased by 30 percent, contrasted with a 64 percent gain in the rural non-farm sector.[47] Most of this gain was in the suburbs.

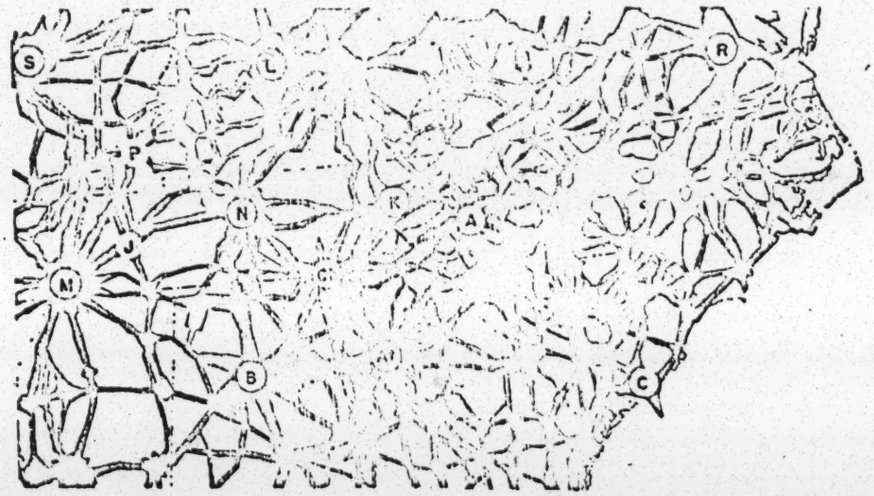

FIG. 1. Traffic flow map, southeast United States, 1952: average daily volume of traffic on main routes with lines proportional to density of traffic. *Source:* United States Department of Commerce, Bureau of Public Roads.
Legend: A Asheville At Atlanta B Birmingham C Charleston Ch Chattanooga J Jackson K Knoxville L Louisville M Memphis N Nashville P Paducah R Richmond S St. Louis

With a high concentration of population in cities and in the areas peripheral to them, central places also gained relatively in economic power. Transport and communications systems came increasingly to focus on the dominant cities. The traffic flow map reveals the striking instance of "nodality" in the flow of the economy.

Population growth centering around cities must be viewed in the context of the upheaving changes in the American economy which have led to a progressive reduction of employment in farming and to a corresponding increase of opportunities in manufacturing and other sources of employment. The full development of a system of cities is related to economic changes and the particular pattern to which it conforms is dependent on the stage of economic maturity which the economy has reached. With rapid industrialization, new non-farm jobs tend to become available at a faster rate in the larger cities of an area than elsewhere.[48] And income changes, on the whole, parallel this movement of jobs to the large cities.[49] Economic development seems, indeed, to act in such a way as to enhance the possibilities of further growth at central places.[50] Not only does industrialization tend to improve the accessibility of an area by encouraging the provision of a wider variety of transportation services in the center, but it creates its own markets, tends to tip the balance of available capital for investment in favor of the city, and contribute to the progressive specialization of the labor force.[51] And once a pattern of urban settlement is established, its basic structure tends to perpetuate itself.

As the larger cities become more heterogeneous, the smaller cities and communities within their sphere of influence become functionally more specialized. Some grow into "satellites" of the center, others into specialized service, industrial or market cities. While the center of economic power in this pattern is the metropolis, all the communities within its economic reach are mutually dependent upon one another and upon the metropolitan center in its turn.[52]

The emerging pattern of the economy—what Lampard calls its metropolitan phase[53]—is thus built up increasingly around the *city region* with its dense urban core, its less densely populated outer "ring" (population declining outward toward the periphery of this "ring" along the major routes of access), and its satellite communities.[54] With increasing industrialization the conditions for further rapid growth in city regions tend to improve, and the "links" between and among city regions—in terms of population flows and the flows of goods and communications—tend to be strengthened. There is increasing interdependency throughout, and the structure of the whole economy tends to become more precisely defined along functional lines.

If this description of the spatial structure of a developing economy is substantially correct, we conclude that the city region has, in fact, become the basic areal unit for carrying out comprehensive developmental planning below the national level. It is a region defined by an

intricate pattern of economic and social interdependencies; it is, therefore, a "community" informed of certain common interests; and above all, the locus of socio-economic power for a broader geographic area.

The basic requirement for the existence of a city region is transportation. Modern transportation facilities permit the outer "ring" to extend outward from the city core for about one hour's driving distance along major highways and connecting tributary roads.[55] Rapid transportation makes possible the ingathering of materials (e.g., lumber) from within this "ring" as well as the distribution of goods to outlying points of consumption. And it enables individuals to commute freely to most places of employment within the city region which, in turn, permits a more rational ordering of residential, industrial, commercial, and recreational areas. Accessible and rapid transportation is the means by which the various sections of the city region are welded together into a unified whole; it is modern transportation which has made the city region at all possible.

In the past, regional planning in the United States has dealt primarily with the problem of resource development as a means for improving the economic welfare of people, while city planning has been mainly concerned with problems of land use control and circulation. Now we may argue that both of these functions—development and control—should be brought together in a common framework and that the logical framework for this purpose is the city region.

The focus of economic development is thus shifted from a broader territorial basis and an emphasis on *natural* resources to the city region and an emphasis on *metropolitan* resources, such as transportation, space, and community organization. Given this focus, planning for the city region should proceed along two parallel courses of action: (1) in the direction of developing metropolitan resources with a view to encouraging general economic prosperity; and (2) in the direction of controlling land use so as to create a pleasing, no less than an efficient, environment for living. Thus conceived, the planning function should extend across the entire area dominated by the central city.

The resources of most city regions in the United States are far from being fully developed. Yet the socio-economic reality of city regions will not be wholly attained until its resources have been brought to optimum productive levels.

Transportation is perhaps the most strategic of these sources where it unfolds the locational advantages of the city region. It allows for

accessibility to the center and for rapid circulation among the various parts of the city region. Speaking in metaphor, we may say that transportation is the "nervous system" of a regional organism and is absolutely vital to its survival. It will influence both the structure and the efficient functioning of the city region as a center of economic development. Robert B. Mitchell, in the foreword to a study of accessibility in southeastern Pennsylvania, writes much in the same vein:

> "Our 20th century technology makes possible a close and rapid contact among all parts of a great metropolitan area. Distance need be measured no longer by miles, but by minutes and convenience. This is the one most powerful fact in shaping the nature and arrangement of the various metropolitan localities. The potential of each locality is largely determined by its accessibility to other parts of the region. In turn the prosperity of the region as a whole will be very much affected by the quality of its internal circulation system."[56]

In improved internal transportation, Mitchell sees a way to "maximize opportunities for the good life and for prosperity in the Region."[57]

Second in importance only to transportation, are the space resources of the region. It is true that both transportation and space have traditionally been recognized as areas central to the concerns of city planners, but they have seldom been looked upon as *resources* which may be *developed* to assist in the economic growth of a "region."

Space is always in limited supply, modified as it is by its location, physical attributes, and the extent of man-made improvements on the land. It would be a radical mistake to believe that useful or "economic" space in the area surrounding a central city is co-extensive with the total number of square miles of this area, simply because this area does not as yet appear to be densely settled. The techniques of land use planning, subdivision control, and zoning are becoming quite as necessary in the less inhabited areas of a region as within the crowded urban core itself.[58]

A third important resource of the city region is found in the organization of its community life. As the city proper is itself often composed of different "neighborhoods," and as these join with one another in the polity of city life, so does the city region form a "community" which is composed of a number of interrelated parts: the urban core, industrial "satellites," "suburban" residential areas, village communities, and areas reserved for recreation and agricultural use. The economic integration of the city region will be expressed through the proper planning of its transportation and space resources, but it must be reflected in the social

integration of the city region as well. Social integration sets limits to the possible economic integration of regional life. No part of the city region can fully develop its potentialities except within this larger regional framework. Functional differentiation compels the component parts of the region to strive for closer mutual ties and always greater interaction. It is the development of the city region as a truly urban *community* which assures to each component part its special advantages and resources.

The basic spatial relations in an economy are found (1) between a central city and its surrounding region and (2) between one city region and another. The first type of relationship and its significance for planning has been described in the foregoing section. The second type of relationship has greater relevancy for national planning. Differences in the level of economic development among larger socio-economic "regions," such as those defined by the Census, are gradually disappearing in the United States.[59] A truly *national* economy is emerging, with individual "regions," in the old sense, gradually losing their claims to special federal attention. Regional criteria of "need" are no longer as determining to policy as criteria derived from purely national "needs."

Not only are the old regional differences in the United States disappearing, but most of the more densely settled parts of the country may eventually come within the influence of city regions. The landscape will be overlaid with a network of such regions, one region joined to the other. Donald Bogue came to a similar conclusion when he wrote:

> "In the not too distant future . . . . the number of metropolitan centers may increase to such an extent that 65 miles will be the maximum distance which most areas lie from a central city, and technological improvements in transportation may permit all communities within this radius to participate directly with the metropolis."[60]

If this hypothesis is correct, and already it seems to hold true for large sections of the country, attention in national planning will have to shift increasingly to the relations *among* city regions. Transportation assumes a major role in defining these relations, and the current high pitch of interest in express highways is indicative of this trend.

In addition to planning for the city region and inter-regional relations, special resource problems may arise from time to time which call for

a different areal organization than the one we have emphasized in this essay. In the case of power, water, or recreation resources, to cite some prominent examples, development may be organized on the basis of "functional" regions. Such a region may consist of an integral number of city regions grouped together for the purpose of planning a single function. In view of the interlinked pattern of city regions emerging in the more densely populated parts of the country, this particular form of regional organization is one likely to be followed. There are other possibilities, of course, where a functional region such as a watershed would cut across city regional boundaries or where several states would join in the solution of a mutual problem. But even here, the fact that city regions exist will loom large in planning considerations.

Although as much as 90 percent of the total population of the country may eventually reside within city regions, there will be large areas of sparsely settled land that fall outside the immediate influence of central cities. Such areas as the Cumberland Plateau, the Blue Ridge Mountains, the Ozarks, the Great Lakes cut-over regions, parts of northern New England, and large sections of the Southwest and West fall in this category. They pose special planning problems due to the poverty of their populations and their limited resources. An extensive type of development through recreation, forestry, or grazing will ofen form the basic approach to these areas. They are regions characterized by special physical disadvantage for a more intensive development. They may be called "functional regions" when public policy addresses itself specifically to problems related to the development of their resources. However, the name is unimportant. What is important is the recognition that special problems beset these areas; that they fall outside the existing pattern of city regions and thus outside the main stream of economic progress; and that only a small proportion of the country's population will reside in them.

Apart from these special areas, the United States economy maintains a definite spatial structure expressed in the pattern formed by city regions, and functional planning will usually be carried out successfully where it is closely related to this pattern, point for point. City regions are the nerve centers of economic life in an area. They are the seats of economic power where most of the population is concentrated, where most of the vital decisions affecting larger areas are made, and where the financial means are present for carrying these decisions into action. Any planning which ignores this primary fact about the spatial structure of an economy must be judged unrealistic.

NOTES

[1] For an excellent and comprehensive summary, cf. R. G. Tugwell and E. C. Banfield, "Governmental Planning at Mid-Century," *The Journal of Politics*, XIII (1951), p. 133–163.

[2] Robert B. Mitchell and Chester Rapkin, *Urban Traffic: A Function of Land Use* (New York: Columbia University Press, 1954).

[3] In the present context, metropolitan planning will be treated as a form of city planning. This coincides with the view expressed by Benton MacKaye and Lewis Mumford in their article on "Regional Planning" which first appeared in the 14th edition of the *Encyclopedia Britannica* in 1929.

[4] National Resources Committee, *Regional Factors in National Planning* (Washington: U. S. Government Printing Office, 1935), p. 156.

[5] For example, Gordon Clapp, shortly before his resignation as Chairman of the Board of TVA wrote: "Those who urged the enactment of the TVA Act apparently believed that, if the Tennessee River were conquered and its water power harnessed, the river would help transform the economic life of the region and increase the productive capacity of the nation. Nothing less than the resources of the United States Government could cope with this task." *TVA: An Approach to Regional Development* (Chicago: The University of Chicago Press, 1955), p. 14.

[6] President's Water Resources Policy Commission, *A Water Policy for the American People*, Vol. I (Washington: U. S. Government Printing Office, 1950).

[7] Catherine Bauer, "Economic Progress and Living Conditions," *The Town Planning Review*, January 1954, p. 303.

[8] *Survey Graphic*, May 1925.

[9] Benton MacKaye, *The New Exploration: A Philosophy of Regional Planning* (New York: Harcourt, Brace and Co., 1928).

[10] In the article on "Regionalism."

[11] Howard W. Odum and Harry Estill Moore, *American Regionalism* (New York: Henry Holt and Co., 1938), p. 253.

[12] *Ibid.*, p. 254.

[13] Howard W. Odum, "The Case for Regional National Social Planning," *Social Forces*, October 1934, pp. 6–23; Rupert B. Vance, "Implications of the Concept 'Region and Regional Planning'," *Publication of the American Sociological Society*, August 1935, pp. 85–93; T. J. Woofter, Jr., "Southern Population and Social Planning," *Social Forces*, October 1935, pp. 16–22; Harry E. Moore, *What Is Regionalism* (Chapel Hill: The University of North Carolina Press, 1937); John V. Van Sickle, *Planning for the South* (Nashville, Tenn.: Vanderbilt University Press, 1943).

[14] Moore, *op cit.*, p. 13.

[15] Odum and Moore, *op. cit.*, p. 272.

[16] Walter J. Matherly, "The Urban Development of the South," *The Southern Economic Journal*, February 1935, pp. 3–26. For more recent evidence, cf. Rupert B. Vance and Nicholas J. Demerath (eds.), *Urban South* (Chapel Hill, N. C.: Univ. Press, 1955).

[17] A dawning recognition that the rural way of life in the South might be in the process of being swallowed by progressive urbanization is found in Van

Planning - General

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Tuesday P.M.
February 2, 1965

THE SECOND DECADE OF CREATIVE PLANNING

Address by William L. Slayton
Commissioner, Urban Renewal Administration
Housing and Home Finance Agency
at the
8th Annual State Planning Conference
Co-sponsored by the
Division of State and Regional Planning of the
Department of Conservation and Economic Development
and the
New Jersey Federation of Planning Officials
Hotel Stacy Trent - Trenton, New Jersey
February 2, 1965

Summary: In 10 years, urban planning authorized by the Housing Act of 1954 has grown to become a major national program--with almost 4,000 communities participating. But now it's time to emphasize the process of planning, "a challenge to planners to develop more programs instead of package plans."

Urban renewal planning and execution show how planning programs can become more effective. Single project, like single package plan, has been outmoded by communitywide programmatic process to deal with continuing complex of problems.

Metropolitan area is the "common denominator for all local urban planning" in the 1960's, an inescapable result of 10 years of concern with planning.

Transportation, Open Space, other metro problems point to metropolitan-type federalism, as in San Francisco's ABAG, or PenJerDel Regional Conference, as mechanism to keep the local planning process "elastic enough."

New developments: urban renewal plan districts, cluster zoning, demonstration projects, creative urban design, operations research, systems analysis, input-output models--and regional planning programs as in Southeastern Wisconsin and in Detroit, and Community Renewal Program in San Francisco--are providing bright prospects for urban planning.

"Let's make the 1960's the second decade of creative planning."

These are indeed times of change, and I would like to begin by changing the excellent theme of your conference. The prospects for local planning are as broad and as bright as your own horizons as planners, so I know you won't object to my talking of prospects for urban planning, and not of New Jersey alone.

It is important, I think, to review what "local" planning means today. Ten years have passed since Congress made its major commitment to urban planning in establishing the Urban Planning Assistance Program.

This program, known as the "701 Program" because it was authorized by Section 701, Title VII, of the Housing Act of 1954, extended Federal assistance on a matching-grant basis to meet the planning needs of small cities and towns, and of State, metropolitan, and regional areas. Beginning with only 39 communities in its first year of operations--all under 25,000 population as the original statute required--the 701 Program had grown by mid-1964 to assist the comprehensive planning of almost 4,000 cities, towns, and counties, more than 160 metropolitan and regional areas, and 26 individual States.

With two major amendments to Section 701 since 1954, Congress has reaffirmed its commitment to urban planning by providing more favorable formulas for planning grants, and wide expansion of the program scope. Today, our definition of "local" planning is broad enough to span nearly all governmental units of our urbanizing regions--States, counties, cities, and towns--and indeed almost any combination of these that can work together to make metropolitan plans.

And today all of the constituents of the Housing and Home Finance Agency are involved in local planning, one way or another.

Much of the credit for creating this program for planning goes to the planners themselves. Planners have accomplished much since the famous Columbian Exposition in Chicago more than 60 years ago, even though, as we look around, it seems ironic that our urban planning began with a "city beautiful" theme. We owe much to the creative planning work of the 1920's, when the legal foundations for the programs of today were laid by true planning pioneers. With the pace of urban growth ever since, it has taken great ingenuity and dedication to develop methods, manpower, and financial means for urban planning. But the missionary period is over. Urban planning as a concept has come of age, with political impact, practical results, and public appeal. And it is now time to examine some problems in the practice of urban planning.

First, let's talk about continuity and process of planning.

Professor Charles Haar of Harvard has described the master plan as an "impermanent constitution." His phrase is particularly pertinent because we know that many present plans will not survive the 1960's. And by this I do not condemn the quality of the work that went into the plans, but I do feel these plans lack a sense of <u>process</u>. Too many stand today as static frames where dynamic programs are needed.

This is a problem of local planning that planners must face and solve. A major prospect for local planning, then, is a challenge to planners to develop more programs instead of package plans.

I strongly believe that planning must be explicitly conceived as part of the political process of government, and that it must serve political action. The political process of government never stops, and the needs

of people continue to change. It follows that planning--planning responsive to the needs of people and useful to their decision-makers in government--cannot stop with a package plan, but must be involved in and proceed with the process of government.

In urban renewal we have had to learn this lesson of process in local planning, and under considerable pressure. I am not changing the subject, because urban renewal planning, of course, is local planning of the most intensive kind. Urban renewal plans, in fact, must be local by virtue of law. The local community plan reflects the political, social, and physical context of the entire community, and also projects a physical and economic bridge to the future. Properly conceived, a local program for urban renewal does the same, and it carries its own tools for action.

Urban renewal project plans are sharper in focus and narrower in range than total community plans, but they demand the full process of planning with a greater depth of detail--and a premium placed on timing. In local urban renewal, the flow of events from perceiving the problem to executing the plan spans the entire spectrum of local planning activity from analysis to implementation. And urban renewal also must respond to the continuing tests of the market place and local political life. With these added conditions and its orientation to action, local urban renewal has had to develop program control and its own continuous process of planning.

The Housing Act of 1949, which authorized Federal aid for slum clearance and redevelopment, placed several significant milestones along the path of urban planning. But the limited scope of urban redevelopment planning as it began in the Housing Act of 1949 was recognized by Congress

in 1954--the year of Section 701--and the program scope was broadened by adding rehabilitation. Two years later, Congress further enlarged the scope of urban renewal planning by authorizing the General Neighborhood Renewal Plan to permit the planning of several related urban renewal projects in a context appropriately large and in a program schedule that was realistic for staging their execution. In 1959, the need for process in planning for urban renewal was formally affirmed by Congress with the establishment of the Community Renewal Program, the CRP.

Planning as a process is basic to the CRP. The CRP also has become a vehicle for innovation in techniques and concepts of planning embracing not only slum and blighted areas, but all aspects of community growth and change. With the CRP, we have advanced beyond "projectitis," a practice of treating the urban slum, a complex problem of urban ecology, as though it were simply a wart on the city's nose. Through the CRP approach, a total of 124 cities have set, or are setting, the stage for meaningful programs of urban renewal. They are approaching the problem of urban decay with analysis of appropriate depth and scope. More important, they are demonstrating the process that can link action with contemplation in the framework of the comprehensive plan.

A second prospect for future planning is the emergence of the metropolitan area as the common denominator for all local urban planning. We are getting accustomed to thinking of ourselves as a Nation of urban dwellers, and it is well that we do, with nearly 115 million people living in major metropolitan areas. I suspect that you in New Jersey, in the heartland of Megalopolis, contemplate with some concern the prospect of adding between 65 and 80 million more people to all of our metropolitan areas within the next 20 years.

Because of this further surge of urban growth, the attention of government at all levels has turned increasingly toward solving the problems of cities at the metropolitan scale. There is wide recognition of the need to understand better the critical relationships among urbanizing forces, and to develop better methods for guiding metropolitan growth. I need only suggest a few recent developments to illustrate the trend and to show the importance and growth of metropolitan planning in the 1960's.

In 1963 the HHFA prepared a National Survey of Metropolitan Planning and found that 142 of the 212 Standard Metropolitan Statistical Areas had some form of metropolitan planning activity underway. It is significant that today there are 16 additional SMSA's with a recognizable process for metropolitan planning.

Especially important developments are evident in metropolitan planning for transportation. The Housing Act of 1961, for example, provided special incentives for metropolitan area transportation planning in the form of increased Federal grants to finance comprehensive planning for entire urban areas having common or related urban development problems.

The Federal-aid Highway Act of 1962 is still another case. Too many times in the past you have been told that "planning is at the crossroads." It may be well, nonetheless, to remind you that this year planning is at the interchange. The terms of the Federal-aid Highway Act of 1962 require the development and use of "... a continuing comprehensive transportation planning process carried on cooperatively by the States and local communities ..." Such a planning process must be in being <u>by 1965</u> as a basis for approving federally assisted projects in any urban area of more than 50,000 population.

No longer can highway planners, town planners, regional planners, and others enjoy the luxury of exclusive professional domains.

Prior to the Highway Act of 1962, the Secretary of Commerce and the Housing Administrator stated in a Joint Report to the President that comprehensive planning is the first step in achieving good urban transportation, and that transportation planning should be considered an integral part of comprehensive planning for urban development. The 1962 Presidential Message on Transportation called for the planning of urban transportation systems, including all modes and facilities, as part of comprehensive urban planning. The Federal-aid highway legislation that followed reflected this policy direction. Later, in the Urban Mass Transportation Act of 1964, the Congress required that federally assisted public transportation projects must be included in a program for an urban transportation system as part of the comprehensively planned development of the urban area.

The Open-Space Land Program, authorized by the Housing Act of 1961, also reflects the growing interest of Congress in planning and development at the metropolitan level. It includes a provision for increasing the Federal grant from 20% up to 30% if the open-space land is acquired by a public body exercising authority for an urban area as a whole or by one that participates in the exercise of governmental responsibilities for a substantial portion of an urban area in accordance with a formal intergovernmental agreement. I think it is also significant that 99, or 45%, of all Federal open-space land grants to date have been based on the higher Federal share. It is especially important to note that 69 of these 99 grants have been made to communities on the basis of their

participation in voluntary intergovernmental agreements to coordinate open-space land acquisition for an entire urban area.

The Federal Government also is improving its ability to deal coherently with airport planning. HHFA has developed agreements with the Federal Aviation Agency to assure that the planning for airports and their staggering land use demands is part of a comprehensive metropolitan planning process.

Local governments, too, have reacted positively to the challenges of metropolitan urban growth. Recognizing the prospect of diminishing ability of smaller urban political units to cope with the problems of public service and the protection or creation of amenities, many have joined forces to plan for and gain common goals. In California, the Association of Bay Area Governments is a vigorous organization of elected officials who have realized the need to organize for metropolitan action. Here in New Jersey, you, too, have had experience with the problems of organizing for teamwork among governments to meet the challenges of metropolitan growth. The Penn-Jersey Transportation Study, involving Federal, State, County, and City agencies, is a significant example of metropolitan regional planning activity.

And apart from the purely governmental scene, there have emerged private and semi-public organizations designed to study metropolitan regional development problems from many points of view. An example is the Regional Conference of Elected Officials in the PenJerDel region. The scope of PenJerDel (3 States, 11 counties, 377 municipalities, and a host of special districts and authorities) permits the coordination of action

on problems affecting several or all of the region's political units. The voluntary cooperative nature of the Regional Conference allows at least partial response to the demands of rapid urbanization. And partly because of the success of a similar effort in Detroit as well as the PenJerDel Regional Conference, organizations like this are beginning to appear in metropolitan areas across the country. They are a promising development in our American Federal system, for they deal and plan with meaningful units of urbanization while remaining responsive to local governmental units.

As my chief, Housing Administrator Robert C. Weaver, has said:

"What is the community with which metropolitan planning is concerned? It is all the people who rely upon a transportation system that laces together hundreds of residential neighborhoods and scores of work centers; it is all the people who make use of the beaches and parks; all who send their waste waters into a single drainage basin; all who live within a common sootfall district. For these area-wide needs, autonomous planning and programming by dozens of local governments is bound to be wasteful or ineffectual. For such functions, metropolitan planning is most obviously required, and indeed is gaining increasing acceptance."

The new metropolitan matrix of the 1960's has clear implications for the practice of urban planning. Metropolitan planning means much more than drawing bigger maps. The local planning <u>process</u> must be elastic enough to grow as the role of the local community in its urban setting expands. So I must add the need for a dynamic perspective to the new list of prospects for local planning. Traditional plans and counter-plans prepared for cities

and towns will have to be judged by how well they react with each other in time, in the comprehensive context of metropolitan area plans.

I want to turn now to the prospects and challenges for urban planning that arise from a technical lag. Too many of the traditional planning techniques are ancient artillery today. Together with meaningful process and dynamic perspective in planning, the professional must sharpen the technical tools.

For example, we have generally recognized the limitations of zoning, but have failed to develop more sensitive means for direct and positive land use control. These are promising prospects in the use of urban renewal plan districts in local zoning to free redevelopment areas from conventional rigid and negative controls, but more work on this must be done. We all have watched the painful birth of cluster zoning, and while the infant seems healthy, it is still very small. We are gaining experience in using Planned Unit Developments with Homes Associations, and a valuable tool for relating architectural design variables in development analysis has emerged in the Land-Use Intensity Rating.

But in spite of these hopeful advances in practical methods for implementation, much remains to be done. The process of urban renewal has brought to light many long-standing and deep-rooted problems of our cities. Through the Urban Renewal Demonstration Program, such problems as skid row, industrial blight, and historic preservation have been defined in preliminary terms. These studies, by and large, were demanded, designed, and done by planners. And now, the cities await your review and evaluation of your work, and the application of what you have learned. URA will help to make more accessible this reservoir of information on the process and problems of

urban planning, with new funds for writing and publication of reports on these activities.

In the field of urban design, the cities eagerly await the innovations of architects and planners to help remove the oppressive cloak of urban drabness that years of public disinterest permitted. Cities have much worth saving, but many areas must await completion of their economic life to replace the drab with the beautiful. Also, we may learn much about rebuilding visual charm and excitement into the urban scene from the nearly 100 new cities that are emerging today across the country as an entirely new form of urbanization.

The urban-study and urban-action professions still have not developed dependable methods for integrating the wide range of professional skills that the problems of urban area demand. Important advances in analytic techniques, computer technology, and the processes of problem-solving are being made in other fields. These must be applied to the complex phenomena of urban growth and change, and urban planners will need better means for bringing to bear through a team approach the benefits of research and development in other disciplines.

In other fields of professional activity new techniques are available and need to be applied in the process of urban planning. Despite their acknowledged complexity, the fields of urban renewal and planning as yet have had little benefit of operations research, systems analysis, simulation model analysis, and economic input-output models. With the new range of urban planning information potentially available through mechanical data systems, it is especially important now to focus professional attention beyond the

data bank to the application of the planning process to actual decision-making. Operations research has a special affinity for approaching urban development problems with its interdisciplinary basis, comprehensive systems analysis, and orientation toward actual solving of problems, but a bare beginning has been made in applying this technique to the systems of local planning. There is evidence that advanced analytical techniques, a continuing program approach, and even interdisciplinary planning can be applied to urban planning and renewal.

Before closing, I want to call your attention to a few cities where planning theory, technology, and practical processes are being applied with promise of significant new developments.

First, the Southeastern Wisconsin Regional Planning Program has made significant studies in the design and use of a regional economic simulation model and a land use plan design model. The land use simulation model employed in this study is unique in emphasizing alternatives for actual plan implementation, rather than forecasting future land use.

The Detroit Region Transportation and Land Use Program is of special interest for its use of regional growth and transportation models to examine the interrelationship of all major determinants of land use development, including economic activity, traffic generation, and population factors to each other, as well as to sociological, attitudinal, and governmental factors in an effort to select a land use and transportation plan which best meets the needs of the total area. It will also relate the major elements of a balanced transportation system--highways, mass transit, water, rail and air--to each other and to the major determinants of land use in order to provide for the movement

of goods and people. The study program is designed to provide a policy structure for broad participation by citizens and public officials in the planning process itself and to insure policy participation throughout plan development. Unique to the study is the development of a regional design concept and design principles and standards to improve living environment.

Similar work of special interest is underway in the San Francisco CRP, where a simulation model of investment flows has been developed. Pittsburgh, a national leader in urban renewal, continues to lead as our first city to design an urban renewal simulation model. So you can see, there are new ways to plan.

President Johnson, in his recent State of the Union Message, said:

"In our urban areas the central problem today is to protect and restore man's satisfaction in belonging to a community where he can find security and significance. The first step is to break old patterns--to begin to think, work, and plan for the development of entire metropolitan areas ... New and existing programs will be open to those cities which work together to develop unified long-range policies for metropolitan areas."

Prospects for urban planning are bright. Let's make the 1960's the second decade of creative planning.

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FOR RELEASE:
Tuesday P.M.
May 11, 1965

"METROPOLITAN COOPERATION IN ACTION"

Remarks by William L. Slayton
Commissioner, Urban Renewal Administration
Housing and Home Finance Agency
at a
Conference on Goals for
Transportation and Regional Development
Sponsored by
The Forum for Detroit Area Metropolitan Goals
Veterans Memorial Building
Detroit, Michigan
May 11, 1965

Summary: Metropolitan areas, overwhelmed by twin forces of growth and decay, suffer from "a moratorium on order and beauty."

PROBLEMS: Local government has no clear voice in metro planning and physical growth; planners either place themselves above political leaders or seek only the lowest common denominator of mediocrity---"the planner must temper absolutes with reality." Metro planners do not deal with the central city, its vitality, and its socio-economic problems; too often they present no real choices, only non-alternatives hemmed by "fiscal restraint on choice," and work in a decision-making vacuum.

OPPORTUNITIES: "Creative metropolitanism," with five basic ingredients, should be encouraged: (1) a metropolitan sense of community; (2) metropolitan citizenship transcending parochialism; (3) responsible and politically responsive permanent areawide decision-making; (4) candid public deliberations of race, poverty, slum, and moral issues; and (5) a metropolitan civil service---"an enlightened technocracy"---that is devoted to the interests of the entire metropolis.

It is most appropriate to schedule a conference on goals for transportation and regional development in the spring---the season of planting and hope. The eagerness and anticipation that comes with this season is in evidence here today. I share this feeling; I am pleased to help you turn fresh soil, and hopefully to plant a few seeds of my own.

The topic which you have given me---"Metropolitan Cooperation in Action"--has, as you know, neither a simple textbook answer nor a standard blueprint. There is no proven model that I can hold before you and urge you to copy. I can only help you lay out the problem and offer guidelines that you may choose to follow. I remind you, however, that it is extremely important that you find a workable solution for dealing with the metropolitan forces which surround you---those forces that cause or contribute to a series of galloping maladjustments that distort and frustrate the people and the environment of the Detroit Region, as well as the rest of urban America.

President Johnson, in his recent message on the problems of the central city and its suburbs, underscored this theme by noting that ".....two giant and dangerous forces are converging on our cities; the forces of growth and decay." And, in order to combat these forces, the President outlined a number of positive proposals, and he challenged metropolitan communities to cooperate and jointly plan for the future. He added authority to the challenge by proposing to make areawide cooperation and planning a condition to numerous Federal grant programs which assist local governments to supply needed services and facilities.

Congress, too, is responding to this challenge. The presence of Senator Edmund S. Muskie on your program this morning is evidence of the growing legislative interest to help State and local governments cope constructively with the forces of metropolitan growth and decay.

But why all this interest from all of us?

Simply this: we are caught in a crisis. Changes, or revolutions if you like, in our society, our technology, our economy have vastly altered the face and functioning of our nation. We have experienced regional population shifts, concentrations of economic activity and wealth, and an unparalleled growth in the artifacts of urban society. In the process, we have spawned the metropolis and expressed in it all that is good and all that is bad. It grows and spreads itself in amoebic fashion, at the same time consuming and creating. There is no apparent guiding hand. There is, it seems, a moratorium on order and beauty.

And where are the political scientists to help us find guidance? Are they standing idly by, watching the last remaining vestiges of their doctrines and principles slip into a limbo?

Can we expect anyone to come forward with a solution or is the problem too complex? Could it be that the price of cooperation and regional concensus is too high to pay?

These pessimisms tend to diminish when I find groups such as this audience. Your transportation and land use study, to which the Urban Renewal Administration has contributed, offers an opportunity to focus on metropolitan area problems. I hope you will also find it an opportunity to experiment with devices for metropolitan cooperation.

I am impressed by this study because it will bring together the Detroit Metropolitan Area Regional Planning Commission, Michigan State Highway Department, City of Detroit, Supervisor's Inter-County Committee, and Metropolitan Fund, Inc; and I'm glad to see that it provides for a Citizens' Assembly, composed of representatives from regional, county and

local nongovernmental organizations. It is commendable that this program today involves, and is underwritten by, the Forum for Detroit Area Metropolitan Goals.

I might add as an aside that just the number of groups involved is impressive. Here is clear proof that metropolitan cooperation always occurs on a pragmatic, highly individual basis. However, one wonders whether you have produced a workable arrangement and whether you will be able to cope with your problems.

At this point, I should first warn you of potential pitfalls---four of them in particular---in the transportation and land use study itself, and secondly indicate what I believe to be the basic ingredients of metropolitan cooperation in action. The two areas are related, since the pitfalls you may encounter in the study are in many respects directly related to the problem of achieving effective cooperation.

My first caveat is, who will make the final decisions when it comes to implementing the plans which are to be prepared? This arises from a study of the 85 transportation studies which the Urban Renewal Administration is helping finance---sometimes jointly with the Bureau of Public Roads---in metropolitan areas across the country. If you ask the question: "Have we appreciably altered the basic decision-making pattern regarding transportation so as to permit a clear voice of local government?" the answer is "No."

Despite the trappings of local representation and advisory committees associated with study projects, most such agencies and organizations operate in a decision-making vacuum. Local jurisdictions are simply unable to resolve fundamental differences among themselves.

The result is that decisions are made for them. The reason is clear---we lack metropolitan government organization and processes for planning and deciding. There is no machinery for developing a metropolitan constituency, developing goals, and acting in concert. I shall address myself to these points later.

My second warning is, beware of those who spend their days seeking The Perfect Plan, the planning panacea that will cure everything, there are those planners who would place themselves above the political leader, the administrator, and the citizenry.

And at the opposite extreme is the soft-sell, common-denominator approach which adds the total of local attitudes and then pressures for the average. The average in many respects is the lowest common denominator of mediocrity---certainly no inspiration in the pursuit of excellence.

Our goals and plans must be between the absolutes and averages. The politician must be able to elevate short-term pragmatism, the planner must temper absolutes with reality.

The third pitfall lies in the nature of metropolitan planning as it is often practiced. There is a tendency to treat metropolitan planning as an activity concerned with the suburbs and not the central city, to divorce growth and decay where the problems are interrelated. This undermines every confidence placed in planning because it leaves unsolved the bed-rock problems facing metropolitan areas. These problems are located, more often than not, in our central cities.

If metropolitan planning is to succeed, it must deal with central-city and suburban disparaties, with low-income housing, discrimination, education, employment, and the host of other socio-economic problems. After all, the vitality and image of the central city, no matter how weak or strong, is transferred to the entire metropolitan area.

The fourth danger is, in many respects, the most important, because it leads to acute frustrations that could prevent effective metropolitan cooperation in the future. Many people in projects similar to yours try to deal with non-alternatives. This is to say, they often present their clients with recommendations that do not represent real choices. I do not recommend that we should always lower our sights to what appears readily achievable, for very often this does no more than maintain the status quo. However, we should make the consequences of any proposal readily apparent by measuring them in terms of real costs---in terms of both money and freedom---and from this determine if the proposal is valid.

When you examine the proposed regional growth forms in the transportation and land use project, you will probably be faced with the "non-alternative syndrome" of planning. Be prepared to ask: What does it cost? Does this represent a true choice?

The design for your transportation and land use project provides for a study which has two objectives:--"to determine the influence that governmental policies have had on shaping the growth of the Region, and to devise alternative governmental and financial plans to provide for the necessary land use and transportation improvements in the area."

This is one of the most important phases of the project. Here is a clear opportunity for the Detroit Region to evaluate its ability to expand choice. I say this knowing that you are up against two formidable obstacles, both of a governmental nature. First, in most metropolitan areas, local governments actually have little to say about how the region should grow. As Dr. Robert Wood of M.I.T. has observed, "the conscious impact of political decisions on the development of urban form has been slight in comparison to other influences."

Secondly, there is the fiscal restraint on choice. The established pattern of revenue and expenditures in any given area exert tremendous influences on how and for what purposes public funds are spent.

Both of these obstacles can be overcome. The public can exert an influence on how, where, and when growth occurs, and it can replace or modify traditional taxing methods--for example, by establishing regional taxes for regional facilities. This type of action requires what I call "creative cooperation" or, if I may borrow from President Johnson's concept of "creative federalism"--"creative metropolitanism." I contrast this with what might be called "ameliorative cooperation" or "ameliorative metropolitanism"--the stage at which most of our advanced metropolitan areas are in at present.

You are familiar with ameliorative cooperation. It takes many forms. Sometimes it is achieved by an emergency or stress which warrants immediate attention. Occasionally, it develops as the "right" thing to do, to talk

things over at no risk to anyone. At other times it develops with all parties committed to the best intentions.

However remarkable ameliorative cooperation may appear to local observers---and sometimes it appears remarkable because it occurs at all---it does not and cannot meet the metropolitan challenge. It fails to provide a setting and mechanism for regional decision-making, eradicate public apathy toward regional problems, increase the capacity of local governments, and cope rationally and effectively with growth and decay.

The consequence is that we never expand or elevate choice and opportunity. Problems are either left unsolved, or solved because local governments unwittingly have abdicated their responsibilities.

It is difficult to speculate on the long-range implications of the failure of our metropolitan areas to advance beyond their present stages of cooperation. The most frightening consequence of not moving into the area of creative cooperation or metropolitanism is the possibility of continual eroding and dimunition of the real prerogatives and functions of local government. But what is the substance of creative metropolitanism.

As I told you at the beginning, there is no standard blueprint. I can supply only what are considered basic ingredients. I can tell you that I am not plugging metropolitan government in the sense of a monolithic, superimposed form of regional government, nor am I talking about voluntary Councils of Governments, which incidentally, I consider to be a high point in ameliorative cooperation. Instead, I am again talking about the area between extremes and urging cultivation of the middle-ground.

I will list five basic ingredients for creative metropolitanism, fully recognizing that I have by no means exhausted all requirements, and that I may

be begging too many questions.

The first basic ingredient of creative metropolitanism is a sharpened image and emotional response to the metropolitan area as a community. For it is a community in the sense that numerous dependent parts are linked together, both physically and with common interest. It functions economically in the classic manner of the traditional community, but magnifies the efficiency of agglomeration. It functions socially and culturally in the classic manner of the traditional community, but magnifies the quantity and quality of communications. It functions, also, to provide the individual citizen with major points of contact with social, cultural, political and economic institutions.

The second basic ingredient stems from the image of metropolitan community. It is the development of what Norton E. Long in a recent issue of the Journal of the American Institute of Planners calls "metropolitan citizenship"--the development of a philosophy and political leadership that casts aside parochialism. It is a philosophy, a way of viewing things that develops and nourishes a regional constituency, raises issues and erases public indifference. It takes a broad perspective by rising above distinctions of jurisdiction and territory. It seeks out and becomes part of those within the metropolitan community--from business, labor, industry, government, and every walk of life. It inspires leadership to develop positive responses and a workable basis for dealing with issues of the entire metropolis.

The third basic ingredient is the creation and maintenance of a permanent process of areawide decision-making that can resolve conflict and is therefore the focus of metropolitan politics. The process feeds on information and communications and bases its form and structure on a respect

for our traditional, democratic ways of government. This kind of decision-making is therefore representative, but not necessarily organized in a hierarchy of command. It is authorized to act and has the ability to act. It is responsible and politically responsive.

The fourth ingredient is a pervasive morality which permits the smoldering moral issues of urban America to reach the public forum, to be discussed with candor and resolved with commitment. I am talking about the issues of race, of slums and housing, of poverty and human degradation, and of vested interests. All must be elevated to public discussion and confrontation, else the metropolis will become a house without foundation.

My fifth and final exhortation is for the development of an enlightened public technocracy--a metropolitan civil service that understands and can work with metropolitan problems. The complex task at hand calls for more than handicraft tools. We must follow the lead of progressive business management, to promote efficiency and strive for optimal results. Tax dollars must be viewed as capital, and spent with an eye toward marginal return. This calls for a mobilization of trained and highly skilled specialists to deal with the myriad facets of the metropolis. They must bring to the task willingness to serve, and find gratification in the accomplishments of the public officials they serve.

I have given no final answers today. You have been warned of potential pitfalls and the staggering challenge of the metropolitan area. Several basic ingredients of creative metropolitanism have been offered as guidelines. The correct recipe for creative metropolitan planning will vary from place to place, but it will always include large proportions of the ingredients I have given you. Moreover, I do not want to leave the impression that I disparage

the cooperative efforts now being made in Detroit and other metropolitan areas of the Nation. I know from personal experience the great progress you have made.

I remain, however, alarmed and concerned that we are not going far enough. It is not a matter of being concerned about the quality of severage effluents or efficient traffic movements.

Unless we can build a metropolitan process of cooperation, having the attributes I have outlined, the metropolis is apt to become an oppressor of man's dignity, his spiritual inspiration and his will to accomplish.

This is not a matter of physical survival, for man can survive dungeons, plagues and torture. But he must be free, know opportunity, and be able to realize his dreams, large or small.

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Charlotte News

Experts Tell Charlotte To Wake Up And Plan

By TOM BRADBURY
News Staff Writer

The planning Charlotte is doing today is nowhere near the scale that is needed to prevent a big, ugly, unliveable urban sprawl within 20 years, an expert speaker told city and county officials at a forum here yesterday.

The speaker was James W. Rouse, a profit-watching visionary, who built a chain of regional shopping centers of which Charlottetown Mall is the smallest, and is now building from scratch a city for 110,000 peolpe.

The occasion was an all-day forum yesterday on 'The University and the Development of the Modern City" at the University of North Carolina at Charlotte. Mr. Rouse followed the governor and three other top-echelon experts in addressing the audience that at times numbered over 500 persons.

Among those present were Mayor Stan Brookshire, City-County Planning Director William McIntyre and County Commission Chairman Sam T. Atkinson Jr.

JAMES W. ROUSE

cities, is growing without rational guidance, by "accident and whim" and the result is unrelated "non-communities with no respect for the land or the people," he said.

And the present level of planning just isn't adequate, he said.

Using knowledge the city has now, it could become "the best big city in America" he said, if it would plan for people on a big enough scale.

Planning and action on a big enough scale will sweep away problems that would frustrate and defeat smaller plans, he said.

What Charlotte should do, he said, is to study the people who will be living here and their needs, and account for them in "human scale communities."

Stop the sprawl with a "green belt" around the city, he said. Accommodate the increased population in planned satellite cities of populations of 15,000, he said.

In urban renewal, don't plan people to fit the streets, but find out what the people need and plan accordingly, he said.

The city should acquire the land and right-of-way necessary to do this, he said. A big plan has an economics of its own, he said, and can turn a profit.

LEO MOLINARO

The speaker who preceded Mr. Rouse said the same things in different words.

Leo Molinaro, executive vice president of the West Philadelphia Corp., called for four steps to revitalize our cities.

—Concentrate on policy rather than piecemeal action.

—Bring into play "organized creative intelligence." Tap the brainpower of the country that now is being siphoned off into government research, he said.

—Make the city an "entrepreneur", not a "custodian," he said. An entrepreneur city is willing to make investments to get the things it wants and needs, he said.

—And stop viewing the city as an uncontrollable organism, he said, but as a "artifact . . . made by men that can be remade by men."

In Philadelphia, Mr. Molinaro said, the "human balance sheet" is being put before a "balanced budget" which is "no particular civic virtue if it's done at the expense" of people's needs.

The Philadelphia government decided private hospitals and universities and even church schools, were desirable downtown, so it provided the land from urban renewal, he explained.

And the urban university is right in the middle of it all, Mr. Molinaro said.

In the University City redevelopment in downtown Philadelphia, the universities cooperated with the school board to improve the public schools, he said. The result: faculty members are moving back downtown to get their children in these schools.

Some 15 universities and colleges invested $3 million in a research center that since has "spun-off" more than 100 new industries, he said.

Cities are not sick or dying, he said, they are aging, growing and changing.

"The city must seek out and oranize its capacities for creative intelligence . . . to work on civic problems and . . . the local economy," he concluded.

PLANNING

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DEMONSTRATION CITIES AND METROPOLITAN DEVELOPMENT ACT OF 1966

PUBLIC LAW 89-754

TOGETHER WITH A BRIEF SUMMARY, SECTION-BY-SECTION ANALYSIS, LEGISLATIVE HISTORY, AND CONFERENCE REPORT

COMMITTEE ON BANKING AND CURRENCY

HOUSE OF REPRESENTATIVES

89th Congress, 2d Session

NOVEMBER 4, 1966

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Urban Affairs

THE NEW YORK TIMES, MONDAY, FEBRUARY 6, 1967.

A New Experimental City May Rise in the Midwest

By ROBERT B. SEMPLE Jr.
Special to The New York Times

WASHINGTON, Feb. 5—The Federal Government and the University of Minnesota are about to embark on an experimental project that could lead to the construction—in the Minnesota farmlands—of a new city with a population of a quarter of a million persons.

High officials here confirmed today that only a few minor details remained before final approval was given for total grants of $248,000 from three different Government agencies. The money will help to finance the planning phase of the project.

The project, which has the strong backing of Vice President Humphrey, the Cowles publishing interests in Minneapolis and some elements of big business in Minnesota, is unusual in that it does not contemplate the construction of another suburban community, or even a satellite "new town" such as Reston, Va., or Columbia, Md.

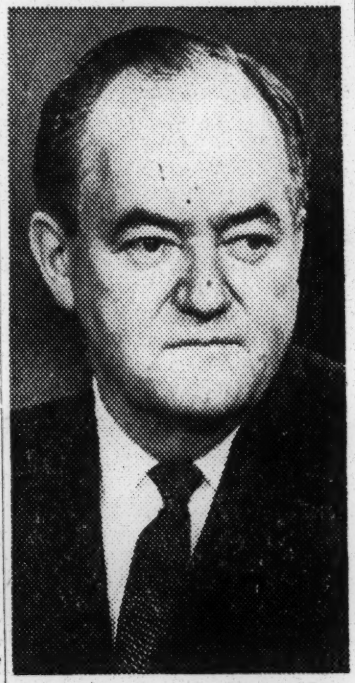
Rather, the project's planners are seeking a self-contained urban center that would be built at least 100 miles from any existing center.

The project is based on the assumption that the nation cannot now comfortably accommodate the three million more persons who must be housed each year—the equivalent of 12 cities with 250,000 persons living in each—simply by cramming them into existing metropolitan areas.

Aim Called Experimental

Its purpose, however, is frankly experimental. It does not seek to solve the urban problem overnight. Its aim is to test the proposition that by judicious planning and experimentation the nation can preserve the advantages of high-density living and yet avoid its disadvantages — ugliness, pollution, noise and congestion.

The staff director of the project is Walter N. Vivrett, professor of architecture and planning at the University of Minnesota. Dr. Vivrett, interviewed by telephone today, told a reporter that the university's applications for Federal funds "had been generally agreed on." He said he expected final approval before March 1.



Associated Press

Vice President Humphrey is a backer of the project to build city in Minnesota.

Officials here, conceding that final Federal approval is imminent, are not at all certain what will come of the project but are willing to make a bet of $248,000 on it.

The three Government agencies contributing to the project are the Department of Housing and Urban Development, the Department of Health, Education and Welfare and the Department of Commerce. The man who is said to have put the whole "Federal package" together is Neil Peterson, one of Mr. Humphrey's top aides.

The cost of the first phase of the investigation—known as the "project definition phase"—is estimated at $330,000. The difference between the Federal share and the total cost will be made up by the University of Minnesota and local companies.

Although formal staff work cannot begin until the grant application is approved, much thought has gone into the project. In addition, the university has named a top-level steering committee to oversee the project and to lend guidance.

Among its members are:

Walter W. Heller, former chairman of the Council of Economic Advisers and now professor of economics at the University of Minnesota.

Dr. James C. Gain, a Mayo Clinic surgeon, who is President Johnson's personal physician.

Gen. Bernard Schriever, former chief, systems command, United States Air Force.

R. Buckminster Fuller, designer and engineer from the University of Southern Illinois.

William L. C. Wheaton, director of the Institute of Urban and Regional Development at the University of California at Berkeley.

Paul N. Ylvisakr, director of Public Affairs for the Ford Foundation.

Total Cost Unknown

No one has tried to estimate the cost of constructing a new city. Nor has a site been chosen, although given the Minnesota cast of the project's directors and backers, there will doubtless be strong preferences for building the city in that state. But Dr. Vivrett emphasizes that the question of investment is "the sort of thing we will be trying to answer in the early stages," and the question of precise site is "a long way off."

The origins of the idea are obscure, but much credit is given to Dr. Athelstan Spilhaus, Professor in the School of Physics at the University of Minneseota. In a recent interview here, Dr. Spilhaus said he had first become interested in the notion of an experimental city while working on a pollution study for the National Academy of Sciences.

'If the 100 million people that represent half the population of the United States today lived in the same high density as they do now but were distributed in 400 dispersed small concentrations of 250,000 apiece, there would probably be no serious pollution problems," he says. "What we need is urban dispersal—not urban renewal."

Dr. Spilhaus's conception of the things that might be tried in an experimental city is tentative but energetic. Among other components, he visualizes:

An urban environment with a transportation system eliminating or reducing the need for automobiles, new communications systems, industries that either re-use waste products through processes of "industrial symbiosis" or bury them in "fume sewers," and a system of land management in which schools, homes, shopping centers and the like would be grouped so as to lessen the impact of the cost of commuting. The objective, he says, is to bring abzout "a full mating of the city and current technologies."

These and other ideas will be considered during Phase One of the project.

According to Dr. Vivrett, the basic objectives of the first phase are to identify city problems, examine the possible components of an experimental city, analyze its social implications, assess the role of the private sector and how to mobilize its interest and support and discuss the fundamental values — "in a humanist sense" — that should govern the design of the city.

The second stage would involve further and more concentrated study leading to eventual construction of test models, a design for the city and construction.

Dr. Vivrett's staff will consist initially of himself and six colleagues from the University of Minnesota but he plans to draw as much as possible on the talent and insights of other experts here and abroad.

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September 25, 1967

Mr. Nat E. Strong
Economic Opportunity
Coordinating Group
P.O. Box 22209
Ft. Lauderdale, Florida

Dear ~~Mr.~~ Nat Strong:

Many thanks for your report on the proposed Lincoln Park Redevelopment Project. If you have not done so, I suggest you send a copy to Ed Tucker (Office of Community service, Diocese of Miami) and to Moreland Griffith Smith (Southern Regional Council, Atlanta). You're becoming an expert - you ought to become a consultant on housing and community development!

There's some chance I'll be visiting my family in Ft. Lauderdale in October. In fact I had hoped to take off a week in September but I have too many other committments here.

We have been making progress but not as much as I would like. The downtown renewal project should be moving into the new construction phase next year. Hopefully, we should see the start of 352 units of 221 (d)(3) high-rise housing, 21 story office tower, 1200 car parking garage - and maybe a 200 unit downtown motor hotel. We need to get into some neighborhood projects and we're trying to help one group launch a 75 unit 221 (d)(3) project, assembling the site under new state legislation, and if we become real lucky another area may press for a model cities application. The mayoral election comes up soon and, as you know, political results have an impact on urban programs.

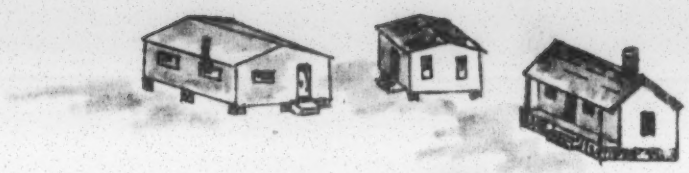
Best regards to Goline, Beauregard and everyone.

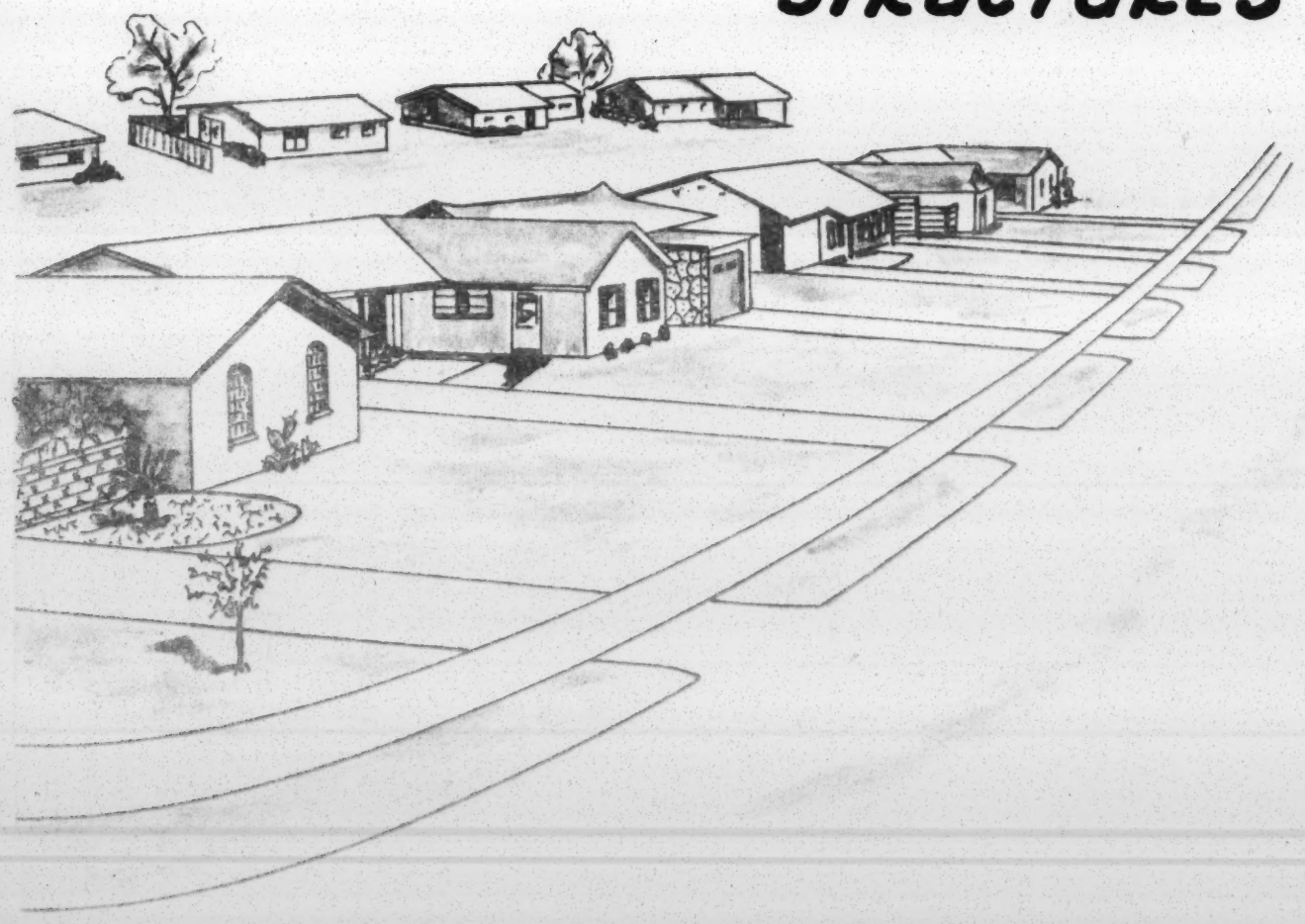
Very truly yours,

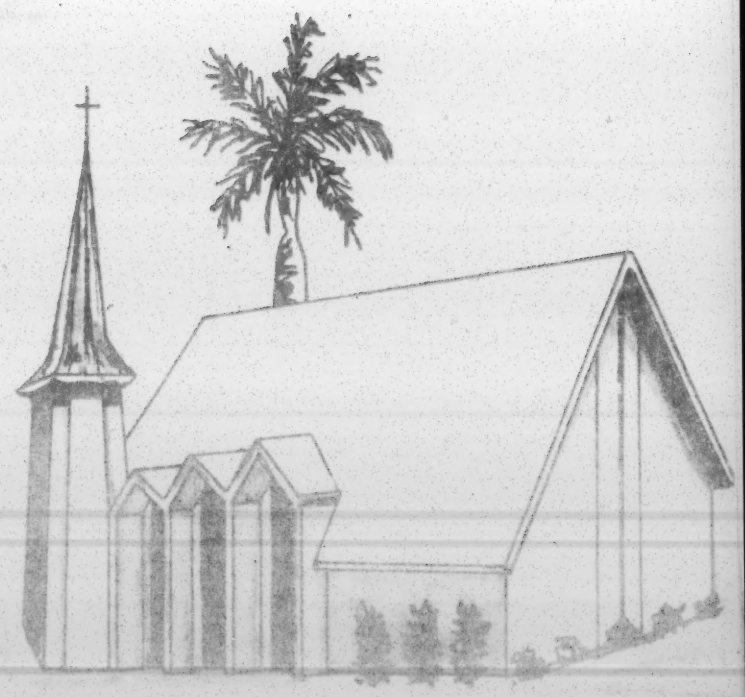
James B. Hibben
Director of Urban Renewal

jbhan25se67

CHARACTERISTICS OF PEOPLE RELOCATION AND STRUCTURES







LINCOLN PARK REDEVELOPMENT PROJECT

Urban
Saturday Review
February 24, 1968

James M. Gavin and Arthur Hadley

The Crisis of the Cities:

The Battle We Can Win

A former Army commander, now a prominent management consultant, outlines a bold strategy based on investment of Vietnam war funds on our most urgent domestic needs.

DOMESTICALLY, America has begun a new revolution. I use the word "revolution" precisely and not just as a figure of speech. Unless we realize the size and nature of our problem, any answers we make will be too little and too late—and, indeed, quite irrelevant. Violence will increase, and the overall breakdown of our national life will follow as a scientific certainty.

The environment in which more than 80 per cent of Americans live is the great city complexes sprawled across the nation. We face this environment and attempt to deal with it bewildered, confused, whipsawed by the Scientific Revolution. We have the newest tools of science in our hands. We have masses of information available about what we should or should not do. We have inventions, machines, experts, statistics, calculators. Yet the environment in which we live, instead of becoming more and more responsive to our wills, swings and jumps in alarming patterns that seem quite beyond our abilities to control. There is a reason for this. And that reason is basic to the understanding of our domestic crisis. But, unfortunately, the concept is one that many have found hard to grasp.

THERE has been a fundamental change in the way we affect our environment and how it, in turn, recoils upon us. Before the Scientific Revolution, the population explosion, and the concentration of mankind in cities, our external environment was what scientists call in an equation a given or constant. The balance between animal and plant life, the weather, the energy of the sun—i.e., the ecological balance—had gone unchanged for centuries. When a man felled trees to build a house, or shot a deer, or laid rails across the plains, he knew the result of what he was doing because he was slightly changing a constant—the vast pattern of nature—subtracting three from five. There were not enough of him, nor was the power of his science great enough, to upset the ecological balance in which man himself lived.

Now that has changed. When we alter our urban environment, we are not changing a system that has been stable for a great period of time. We are changing an extension of ourselves that is in the process of rapid complex growth, and about which we have a limited understanding. We spray pesticide and the birds vanish; we build a superhighway and start a riot; we extend charity and break up families; we pass a law to renew our cities and spill slums over the land. Each action we take alters the total system in ways we do not understand and makes the next crash program more immediately necessary and more ultimately hazardous. This is the grim background against which, with inadequate plans and strength, we are presently trying to attack our domestic revolution.

For example, one of the solutions being advanced to make better use of the city's scarce land is the construction of more high-rise apartments. This would increase the population density in certain areas and clear other parts of the city for parks, arts, recreation, industry. Yet in recent laboratory experiments in which rats were raised in artificially cramped quarters, the overcrowding not only broke down the rats' normal social patterns of mating, child rearing, and food gathering, but also changed the rats physiologically. Their adrenal glands were enlarged and chemical differences appeared in their nervous response.

WE do not know if even present levels of urban congestion are doing the same thing to ourselves. We know the enforced overcrowding of slum life creates psychological damage, but what of physiological damage? And even the affluent and semiaffluent in their high-rise apartments or suburban people-boxes may be more affected by population density than we realize. I don't mean to imply that this is so, but rather to cite it as an area in which we are proposing

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Lt. Gen. James M. Gavin, USA (Ret.), former senior U.S. Army planner and strategist and later U.S. Ambassador to France, is chairman of the board and chief executive of Arthur D. Little, Inc., management consultants in Cambridge, Massachusetts. This article is a preview of his book *Crisis Now*, written in collaboration with Arthur Hadley, to be published by Random House.

solutions without being fully aware of the consequences.

The crisis in our cities, however, cannot be understood or attacked except as part of the total American pattern; cities cannot be considered apart from the rural life they have replaced. Between 1960 and 1970, an estimated 10,000,000 farmers will have moved to the city. The majority of these migrants—white and black—are the poor, the underprivileged, the undereducated. In 1910, 81 per cent of all Negroes lived in the rural areas of the former Confederate States. By 1960, 73 per cent of America's Negro population were living in cities, primarily in the North. Seventeen per cent of the population of the core cities of the North were Negroes. And two-thirds of the adult Negroes living in Northern cities had been born in the South. Such a population movement would have raised tremendous problems by itself—without being reinforced by discrimination and poverty.

These figures, moreover, are only partly reliable. The 1960 census, the most thorough in our history, appears to have undercounted the number of people in America by some 5,700,000 bodies—an error roughly equivalent to failing to count Chicago and Los Angeles. The vast majority of those not counted were nonwhites—one out of every six Negro males between the ages of twenty and thirty-nine was not counted. This vast number of people had simply disappeared from the fabric of organized society—or, at least, from a society organized the way the census-takers thought it should be. They exist in the cities, but where and how? Such a gap in our knowledge not only frustrates planning, but causes injustice in the distribution of federal funds and the districting of Congress. One-man-one-vote requires our ability to locate the invisible man.

The driving force in this migration from the farms to the city has been the changes in agriculture brought about by science and technology. Many of those in rural areas would like to stay on the farm rather than migrate, but economically they cannot do so. If they did move, they would rather move to some nearby town where they have relatives and where customs are the same. But, just as there are no jobs on the farm, there are no jobs in the small town.

AT the same time, in ways not entirely understood, the cities exert some form of social pull: better jobs, cars—at least a change. There is also evidence that in some communities local politicians abuse the federal food stamp program to starve Negroes off the farms and hasten the exodus to the city. Civic groups put advertisements in local papers offering to pay the fare cityward of any Negro who wants to move. One U.S. Government program, the Labor Mobility Demonstration Project, is actually speeding the movement of people off the farms and into the already overcrowded cities. Such bureaucratic confusion is found continually throughout the present efforts to deal with our domestic crisis.

The vast majority of the migrants, both white and black, lack—through no fault of their own—the education, training, and job habits to fit into the complex patterns of urban life. The cities make few efforts to ease the entry of the new arrival. There are no special communities to receive the migrant, retrain him, place him in decent housing, find him a job. At this crucial moment of his life, when a whole complex of resources should be focused to aid him, he finds himself alone. Isolated, discriminated against, lacking the education, skills, and knowledge necessary in a highly industrialized society, bewildered by his new environment, the migrant separates from the mainstream of America and joins the undercurrent—the underculture of poverty.

In the urban ghetto, migrants slowly begin to leave—if they have not already—what we like to think of as "our America." They become among those uncounted by the census. Denied participation in the American dream, they become "they" and "them." So the cities—and, through them, the nation—tragically divide into "we" and "they." And inflaming this division to the raw edge of violence is the fact that overwhelmingly "we" are white and "they" are black. This underculture of poverty has now gone on for so long that the Negro poor are already practically a separate society. They are not yet a separate nation with aspirations different from our own. But unless we both work together—"we" and "they"—America will in fact divide more fatally than at any time in our history.

I wish there were some eloquence I could use, some fact I could cite, some verbal Pearl Harbor I could deploy, so that all Americans would rise and say: "That is true. I personally must do something about it." The riots in Watts and Detroit are there for all to look at. A recent report to President Johnson by a White House-appointed board of experts opened with the words: "You are the last President to have the option of governing one nation." I would not be that definite. But I do not believe that the report —at this writing, unreleased—exaggerates by much.

Inside this underculture of the poor —20,000,000 people, white and black—the goals and aspirations of American society appear as one vast fraud. Each act of discrimination, each act of violence, each magic program that remains unfunded drives them tighter into their

world. A new superhighway is to be built; immediately all the neighborhoods with power in city politics lobby to make certain the highway does not disrupt their lives. In the end, the highway goes through the ghetto, where the residents have no political punch. This recently happened in Washington, D.C., where Congressmen shifted a planned federal highway from the northwest—where most of them live—to the northeast, where the residents are mostly black and in poverty. Too often, "improvements" have been merely words spoken by the dominant society to keep "them" quiet. Until the riots, there was no office of the U.S. Employment Service in Watts. New York City has been much "improved." But there is still no shopping center or cultural center in Bedford-Stuyvesant, an area containing some 400,000 people.

The process goes on. The gap widens. Six out of ten nonwhite children will have been supported by the Aid to Dependent Families program by the time they reach the age of eighteen. More than 600,000 people are now receiving welfare in New York City—roughly 200,000 more than were receiving such aid in 1941, the welfare peak of the Great Depression. For the past ten years, while the rest of America has grown more affluent, the ghetto dwellers have gotten poorer.

The United States devotes a smaller percentage of its Gross National Product to social welfare than does any other Western democracy. In 1964, we devoted 7 per cent of our national income to welfare; by contrast, West Germany devoted 17 per cent. We alone of Western democracies consider welfare as something to be doled out to the poor rather than as a basic right of citizenship. New civil rights legislation has been enacted, but these legal guarantees have been slow to take effect. Is this the national life we want for ourselves as a great nation?

Compressed into the ghettos of the central city, alienated from American society, lacking the cohesiveness of family, denied not merely equal opportunity, but the barest stake in the future, yet offered some hope by recent civil rights advances, and strengthened by colonialism's end in Africa, a small minority of Negroes in the ghettos of America have rioted. The surprise is that most Americans were surprised. As de Tocqueville stated of revolutions: "A grievance patiently endured so long as it seemed beyond redress becomes intolerable once the possibility of remedy crosses men's minds." If we doubted it before, we should realize now that there is an intolerable grievance. The question now is what are all of us—"we" and "they"—to do to remove this grievance?

To attack our decaying environment, we need to undertake simultaneously a series of actions, each one of which is staggering in itself. We must build 5,000,000 new homes. We must end discrimination. We must redirect our use of farm land. We must construct 100,000 new schools—and provide a philosophy, atmosphere, and teachers for these schools so that rapid learning can take place for all. We must provide a decent standard of living for those not able to work. We must create new social services, provide new hospitals, find more doctors, build new libraries responsive to electronic data processing, and halt the pollution of our environment.

We need to find jobs for roughly 20,000,000 people. We must attack problems that will require vast concentrations of power to solve, without sacrificing regional differences and the uniqueness of individual people. We must create new institutions without creating new bureaucracies. Portions of the power structure of the cities, the states, and the federal government must be revitalized and reorganized. No wonder some despair while others riot. The solutions seem beyond human size.

I believe that never before in our history have we faced a crisis of such magnitude. The size and urgency of what must be done lead to two conclusions:

First, we must make sure that the solution we are applying to a given aspect of our domestic revolution actually will solve the problems; we must understand the revolutionary situation we are in and make certain our responses fit this new situation. The crisis is too immense and time too precious for us to prescribe once again yesterday's medicines for today's ills.

Second, the response we make must be of a size appropriate to the emergency. No strategy, however correct, is going to work if applied in a small way. Challenge and response must be of the same order of magnitude.

We have seen the scope of the crisis. What must be the magnitude of the process of solution?

Let me use money to illustrate the amount of change I believe we need to make our environment livable for all. I propose that we take the amount of money we are now spending each year in Vietnam and add it to the amount that we now spend on ourselves. This would add to our budget for domestic improvement roughly $32 billion a year. Not all of this amount would be paid out each year. Some of it would take the form of tax credits, insurance guarantees, loans, and other incentives to local governments and private institutions as well as private individuals.

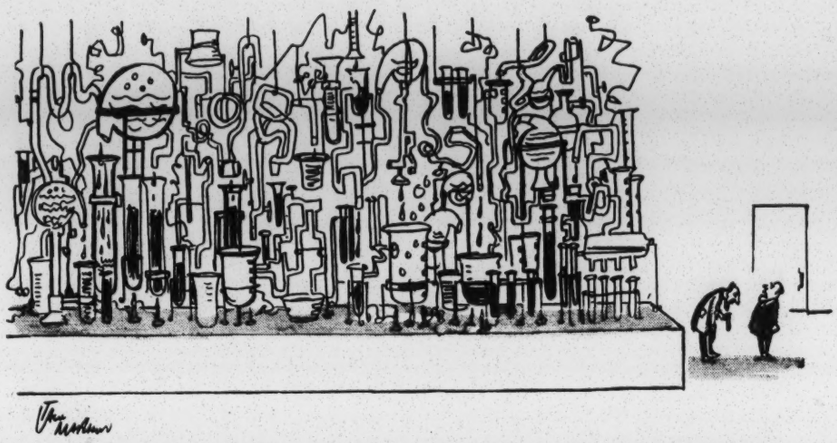
Our present efforts come nowhere near this amount. For example, the federal government asked $537 million for the much touted "Model Cities Program." And Congress appears unlikely to pass even that. Yet $537 million is a little less than the amount that San Francisco alone needs to renew the substandard housing within its city limits. The programs of the Urban Renewal Agency have resulted in a net decrease in low-income housing. Such programs practice deception on the public as a whole—though the effects of the false hopes they raise fall with particular damage on those in poverty.

Economy in government is important. Having overseen economies both in government and private industry, I am well aware how attention to costs sharpens the cutting edge of endeavor. But again we must look at the present with a present eye, and not consider economy in yesterday's terms.

An unemployed member of the underculture with a family on welfare can cost the country roughly $4,000 a year—

"Dad, can I wear the sheep's clothing tonight?"

and that is only the dollar cost. The cost in human terms—a wasted natural resource—is far higher. The same human being—trained, decently housed, given the opportunity for rewarding works—may in five years be earning $10,000. Not only is the government saving $4,000; it is then collecting taxes from him. And, further, the individual contributes to society children and values that multiply his own pride and worth. People often forget this basic equation of human economics when they talk about balancing the federal budget in any given year. Private families and corporations go into debt for some time, confident of increased benefits in the future. A wise government calculates its economic policies in terms of the utilization of its human resources as well as in more classic economic terms.



"You mean to tell me, Dr. Kleinmutz, that after all those days of hope, those countless sleepless nights, and those lonely hours of experimentation—all your invention could produce for you was a thimbleful of something that tastes like beer?"

We have billions of dollars invested in our central cities: buildings, communications, transportation nets, people who live there. A private corporation that, through poor policies, let so much of its basic plant decay would go out of business immediately. The principle is the same here. America cannot afford to sit by and see so much of its basic plant destroyed. Bluntly, one of the reasons we need to solve our urban crisis is to protect our huge investment in the central cities. The preservation of this investment must also be weighed against criticism of the expense and scope of government programs to rehabilitate our environment.

To improve our domestic environment, the basic tool we must put to work is human energy. A great deal of human energy is now being expended on the Vietnamese war; but, beyond this, we waste this vital national resource in a number of other major ways. Much human energy is locked into the ghettos of the central city or exists in patches of rural poverty, virtually unable to make its presence felt except by riot. Other energy reservoirs are trapped without outlet in the bureaucracy, administering obsolescent programs that often damage the society they are meant to benefit. Even where able officials try to start change, tradition, and legal and institutional barriers, often prevent action.

Everywhere in our society we need strategies and inventions to free human energy and direct it in the attack against our blighted environment. I cannot make too clear that what we need are strategies, inventions, new processes to create change. One thing we do not need is more programs. We have plenty of programs. The very number of programs, plus the severe financial restraints under which they labor, prevents them all from reaching full effectiveness.

We need to start change now. And then to provide ways for that change to snowball. One aspect of problem-solving we learn from science is that the first steps generate both fresh problems and fresh ideas and possibilities for new solutions. We cannot begin to see what these are until we start to attack a problem.

I have no complete solutions to the decay of our environment. What I wish to do is indicate a few strategies that will nourish new ideas and free energies that can start the process of change. We must beware of our American love for large organizational solutions in domestic as well as foreign affairs.

As an example of a typical "organizational" solution: In an effort to prevent more riots, we can take the structure and functions performed by an average city and break them down. Police, sanitation, education, fire control, ports, construction, welfare, courts, jobs, road building, etc. We can then devise new programs for each department to help prevent riots. Perhaps we can even devise a new department to coordinate all the other departments. This would take much time, energy, and skill. All this would be the wrong approach. What is needed is a strategy to break down the divisions between the various departments, to liberate the energies inside them, and make them all more responsive to the needs of all the people.

To solve the problem of urban decay, all the people and institutions of the city government and private sector must be involved. The task cannot be left to the schools, or the welfare department, or the housing department, or private charity, or government or private capital. The key group whose energies must be involved in the solutions of their own problems is the ghetto dwellers. They do not want to be handed out solutions to their problems without any say, any more than anybody else. One of the major causes of the Newark riots was a plan to locate the new campus of the New Jersey College of Medicine and Dentistry in the slum area. This campus would have been beneficial to the ghetto, upgrading the area around it and providing desperately needed medical services to the community. But the ghetto residents had not been consulted. They saw their homes and businesses being demolished at the whim of "they." No one had taken the time to explain to them the future benefits—much less consult them where best the campus might go or what it should look like, as would have been done in a wealthy suburb. The ghetto residents want the same power as others—to be listened to without having to resort to riots.

The Neighborhood Development Corporation is one recent invention that has shown strength in liberating and mobilizing the energies of the ghetto to solve urban problems. Though designed primarily to liberate energies in the ghetto, the Neighborhood Development Corporation indicates a process that could be of benefit to all of us. With the Neighborhood Development Corporation providing the means, local residents can now take part in the process of changing their environment. If a business wants to construct a plant in the neighborhood, its officers would deal with members of the Neighborhood Corporation. The corporation would make certain that local officials had some say in the plant's policies, that local contractors were used in the construction, that local businessmen supplied the plant with goods and services, that local banks handled the plant's business—in short, that the plant conformed to neighborhood standards.

One of the most successful of the pioneer Neighborhood Development Corporations is ECCO (the East Central Citizens Organization) in Columbus, Ohio. First organized as a neighborhood foundation to receive funds and run its own community center, ECCO has become an economic and political force in Columbus. In ECCO's early days, in dis-

"Are there any democracies left with a warm climate?"

cussing what local projects needed to be done immediately, its community decided a highest priority should be placed on free rabies shots for all local dogs and cats. This priority—the focus of human energy in this specific direction—made perfect local sense. The area was rat-infested, and almost all the local residents had large dogs or cats. No bureaucrat located in City Hall—and certainly none as far away as Washington—could possibly have identified rabies shots as a No. 1 local need. Nor would another neighborhood want to put its energies in such a program.

Later the ECCO community refused the gift of a government-financed health center. The residents liked neither its design nor its proposed location. Instead, with their own funds they bought title to an old house in the community that had belonged to a doctor who had treated many of them freely and decently. They turned this building into a health center as a memorial to him, finding and hiring the necessary medical equipment and staff themselves.

Neighborhood Corporations such as ECCO are themselves in the process of change and development. This is precisely what the forecast of a successful attack on our domestic crisis calls for: initiative that snowballs. Among future strategies that look promising is a proposal that the Neighborhood Corporations be given the authority to issue tax-exempt bonds guaranteed by the federal government, enabling financing of local improvements. The Neighborhood Corporations could buy local buildings for rehabilitation, and, after improving them, either run them as low-income housing or sell them to local individuals. The money thus generated would pay off the interest on the bonds and provide the Neighborhood Development Corporation with further working capital.

In the controversy between neighborhoods and the central government over control over police and education, the leaders of the corporation can negotiate for the neighborhood with the wider community. They can help devise standards for the whole urban environment. All of us like to see our personal ideas and ideals incorporated into our environment. The free interplay between our various wants creates the excitement and life of democratic politics. The Neighborhood Development Corporation gives local citizens a chance to make their needs and wants felt inside the structure of national politics; it allows local initiative to check the pervading sprawl of centralized bureaucratic power.

Merely the task of designing and constructing the millions of new structures needed to revitalize our urban environment is enormous. How are we going to provide the national energy to accomplish this miracle of construction?

To act with sufficient energy to solve the housing problem we need to end the tired debate about the public versus the private sector, or liberal/conservative methods. The Sixties are not the Twenties. We live in a mixed economy. The debate between those who believe that private industry is always bad and federal intervention always good, or that the federal government is always wrong and private industry is always right, has ceased to have meaning. What we need are new inventions; new ways to attack our urgent problems.

One strategy of attack against the housing shortage is for government and industry to create together a special-purpose corporation. Such a corporation would be a mixed public and private company formed for social purposes. In structure, the special-purpose corporation would be somewhat similar to the Communication Satellite Corporation (COMSAT). It would exist not merely to maximize profits but to rehabilitate the environment. Created with the help of the federal government, but independent from it, this special-purpose corporation for housing would combine the management skills and flexibility of private industry with the scope and, in part, the funds, of the federal government. Such a corporation might be called URBX, or Urban Experimental Corporation. In addition to attacking the problem of housing, URBX would serve as a model for other special-purpose corporations that might be created to bring about change in other areas of national life.

The size and scope of URBX would permit it to fracture many of the barriers now blocking progress in the construction of housing. The on again-off again job situation in the construction industry would be stabilized by building a guaranteed number of housing units each year. The number of these units would provide both industry and unions with incentives to modify present restrictive practices. URBX could buy land outside the city for new towns, create performance criteria so that new technological approaches could be used in building, and provide the cities with such an incentive to participate in the building program that they would be willing to modify obsolete local statutes.

COST analysis indicates that, permitted to benefit from new technology, URBX could in five years reduce the cost of a $16,000 home to $8,000. By the same period, housing units that now must economically rent for $134 a month could be rented for $67 a month. Recently, in California, a systems approach to school construction agreed to by business and labor reduced in six months the cost of school ceilings from $3.24 per square foot to $1.81. Costs for other units on which agreement could be reached were also reduced substantially—and the new schools were more beautiful and flexible than previous models.

There is a great deal of wisdom about our domestic environment located in America, but it is scattered around: in government, industry, the foundations and universities. Many able people drift off to work on other problems for lack of money or career incentives. Others duplicate one another's work, or spend frustrating hours on problems recently discovered data could simplify. We need

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Cities

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to marshal a portion of this talent and energy in one place and provide the time and the physical equipment for scientists from various disciplines to help contribute to the process of urban change.

This pooling of scientists to help link human energy to social change would be similar to the mobilization of scientists in the Second World War to apply nuclear energy to warfare. That organization was known as the Manhattan Project; we might call the marshaling of scientific effort to help solve our domestic crisis Manhattan Project II. This would show that we are as serious about improving our domestic environment as we were about creating nuclear weapons.

Already, small groups of scientists have begun to gather on their own to help social change. MARC in New York and OSTI in Cambridge are examples. Manhattan Project II would provide the means for a wider grouping of such talents. These scientists should be free to describe a whole series of alternative solutions that different cities or neighborhoods may wish to apply. Perhaps some of those in Manhattan Project II will produce charts of what we wish our cities and therefore ourselves to be like in the future. Not detailed blueprints for action—the process of change will generate those—but dreams of what we might like to become: new Jerusalems between which we could choose.

"A great city," said Walt Whitman, "is that which has the greatest men and women." One measure of men and women is the size of their dreams. The beauty of many ancient European towns is legendary. Their style and proportion come in large part from the central role of a Church, from Zeus through Roman Catholic, during the time of their creation. We, too, need a dream—a concept of what we are—at the heart of plans for our environment. Or for all our efforts, we may wind up creating new ugliness, new slums, new uniformity, to replace the old.

Historically, we have been at our best on the frontier or in time of peril. The hydra-headed problems of poverty, discrimination, and urban decay are certainly the greatest challenge we have yet faced. But let those who, appalled by the size of our present crisis, count us out, remember our moments of defiance and triumph in the past. For we, too, have not yet begun to fight.

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Schooner to the Small Islands

BEQUIA, AN ISLAND that is remote but reachable, rises abruptly from the sea about eight miles by schooner from St. Vincent, a West Indian refuge connected by air to Barbados and points north. Ominous-looking from a distance, it is the northernmost of the Grenadines, an archipelago which stretches 70 miles southward to Grenada. Several boats make the run from Kingstown harbor, including a biweekly craft under charter to Barclay's Bank—a sure sign of civilization. The midday schooner, to my tropical surprise, sails on schedule, pulling out of the harbor at 1:30. The trip took an hour and a quarter, and the charge—a fair one for the ride—was [West Indian] $1, or about 60 cents.

Two-masted schooners like the *Sea Hawk,* the boat I sailed on, are basic to the local economy. They are painstakingly built, 60 to 80 feet long, each beam hewn by axe and fitted into the hull according to its natural shape. The keels are huge single timbers, more than 50 feet long. On launching day the boats take to the water after a double ceremony—one pagan, one Christian. The pagan ceremony involves the sacri-

"Don't you just love the wi

NPA

PROGRAM PLANNING for national goals

by Gerhard Colm and Luther H. Gulick

With an NPA Joint Statement

National Planning Association

Planning Pamphlet No. 125/$1.00

1968 Survey of Metropolitan Planning

GRADUATE SCHOOL OF PUBLIC AFFAIRS • STATE UNIVERSITY OF NEW YORK AT ALBANY

The first type of metropolitan planning was conducted by single purpose special districts which had been organized to solve a particular area-wide problem. Comprehensive metropolitan planning is principally a post World War II development although a few isolated instances of earlier comprehensive planning may be cited. The most famous early plan is The Regional Plan for New York and Its Environs which was sponsored by the Russell Sage Foundation and completed in 1929.

Although public planning commissions are established under provisions of a state enabling act, the federal government primarily has been responsible for the growth of area-wide planning by using conditional grants-in-aid to persuade local governments to organize a planning commission in each of the 233 Standard Metropolitan Statistical Areas (SMSAs). Since July 1, 1967, a local government within a metropolitan area becomes eligible to receive federal grants for specified projects—airports, highways, hospitals, libraries, open space land projects, sewerage facilities and waste treatment plants, transportation facilities, water development and land conservation projects, and water supply and distribution facilities—only if its grant applications are reviewed by a metropolitan planning commission.[1]

In 1962, the National Municipal League, with the cooperation of the Conference on Metropolitan Area Problems,[2] American Society of Planning Officials, and United States Housing and Home Finance Agency, published an annotated inventory of metropolitan, regional, and joint planning commissions.[3]

The United States Housing and Home Finance Agency in 1963, carried on the work of the National Municipal League by preparing a report—*National Survey of Metropolitan Planning*—for the Subcommittee on on Intergovernmental Relations of the Committee on Government Operations of the United States Senate.[4] This report was based upon a questionnaire completed by 126 metropolitan planning commissions in 142 SMSAs where metropolitan planning was being undertaken. A second report was published in 1965.[5]

Last year, the Local Government Studies Center of the Graduate School of Public Affairs of the State University of New York at Albany mailed a similar questionnaire to 259 metropolitan planning commissions; responses were received from 178. The 1967 survey clearly revealed a number of trends which have developed since 1963.[6] An expanded questionnaire was mailed to metropolitan planning commissions to obtain information for the 1968 survey.

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[1] *Demonstration Cities and Metropolitan Development Act,* 80 Stat. 1255 (1966), 42 U. S. C. §§3301-314 (1966).

[2] The Local Government Studies Center of the Graduate School of Public Affairs of the State University of New York at Albany in 1962 incorporated the major functions of the Conference on Metropolitan Area Problems which had been organized in 1957 by the Government Affairs Foundation.

[3] "Area Planning Agencies Listed," *National Civic Review,* July 1962, pp. 384-90 and 397.

[4] United States Housing and Home Finance Agency, *National Survey of Metropolitan Planning* (Washington, D.C.: United States Government Printing Office, 1963).

[5] _____, *1964 National Survey of Metropolitan Planning* (Washington, D.C.: United States Government Printing Office, 1965).

[6] Mary E. Snyder and Joseph F. Zimmerman. *The 1967 Survey of Metropolitan Planning: Emerging Trends* (Albany: Graduate School of Public Affairs, State University of New York at Albany, 1967).

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NEW YORK:

ARE CITIES A BUST?

Here's the way out, says our top city-saver: think smaller, spend bigger, pay more, go private

BY EDWARD J. LOGUE

PRESIDENT AND CHIEF EXECUTIVE OFFICER OF THE NEW YORK STATE URBAN DEVELOPMENT CORPORATION

NEW YORK CITY, like the other major urban centers of the U.S., is suffering from a degenerative disease that if unchecked might well be fatal for the entire country. The day when more than one million people in New York rely on welfare will be reached this year. Local taxes are at a peak, yet the budget gap is greater than ever. New York is not alone. Youngstown, Ohio, closed its public schools for one month because of a lack of funds, and Newark threatened to shut the public library and the museum for the same reason. Summers of discontent have racked more than 100 American cities in the past three years. The urban crisis is getting worse. Yet I do not believe the problem is hopeless.

My prescription for curing the ills of the city focuses on two main headings: housing and schools. While unemployment, job training, mass transportation, pollution, municipal housekeeping, recreation and parks also pose problems, turning the system around in housing and education could serve as a key for solving other troubles.

The place to start is with decent housing for low-income families. The average American family is better housed than the average family in any other nation. Yet our record in decent housing for low-income families stands as one of the worst of any developed Western nation.

As the inner-city housing crisis worsens, we persist in the notion that the central city *by itself* must provide for the housing needs of ill-housed low-income families. We cling to this fallacy despite the reality that the central cities no longer have significant amounts of vacant land and no large supply of decent, available, low-cost relocation housing. We have, in short, adopted an approach to the city-housing problem that is guaranteed to fail. But there are answers.

There is an ample supply of vacant land suitable for housing low-income families in a ten-mile-wide belt around just about every one of our cities, except possibly New York and Los Angeles, where it may be necessary to go 20 miles or farther. Yet access to this land and the good schools, safe streets and open spaces that go with it has been denied to low-income families, and particularly black families, on a shockingly systematic basis. The noble tool of zoning has been perverted to "maintaining the character" of affluent lily-white suburbs.

One can hardly expect a locally elected suburban official to lead the way in tearing down these barriers, but it is not too much to ask of Federal officials and legislators. It is, however, perfectly possible to develop a suburban-housing program for low-income families that will aid them while not threatening the character of the suburbs.

The proposition is simple: build housing for low-income families, in groups of 40 to 50 houses, on the ample vacant land in suburban locations by providing exemptions from local zoning ordinances that perpetuate exclusiveness. Given the go-ahead, the private home-building industry could create such housing in six to nine months at savings from 25 percent to 40 percent off the current cost of building public housing in the central city. The homes would be rented from a private owner, perhaps the builder, and the occupants would have options to buy. Any subsidies required would be in the form of rent supplements. As family income rose, the subsidy would be cut and eventually eliminated. This is a much better incentive system than public-housing programs that evict tenants whose incomes increase too much.

To make sure that there would not be an excessively large concentration in any one suburb, the number of such homes would be limited to five percent of the total local-housing supply. This would guarantee that no single community's character would be basically changed. We would not be substituting huge suburban projects for the dreary city projects.

These days, the suburbs tend to equal or exceed the center city in population. Even with the five percent limitation, this program would have a very substantial impact. It would mean that anywhere from 20 percent to 50 percent of a city's low-income families could be rehoused within three years in such suburban colonies.

This would be done without unbalancing suburban schools, without overcrowding suburban parks or unbalancing suburban tax rates. The new residents would find work in the industries that have moved in increasing numbers to suburbia. Rehousing would also raise the level of hope, and indeed of achievement, of low-income families.

Next, at a distance farther removed from the inner city, we should have a large-scale program of building new towns. The British now have almost a million people living in 26 new towns built since 1946. Tapiola, the Finnish garden city, and the Stockholm suburbs of Vällingby and Farsta have accomplished the same objectives and are strikingly attractive, as are most of the British new towns.

With large-scale relocations, it becomes possible to demolish a substantial number of structures in the inner city that have outlived their usefulness and replace them with new housing, schools and other facilities. There could be large-scale housing developments, built, owned and managed by private enterprise but leasing a substantial percentage of apartments to low-income families. Here, too, as incomes rose, there would be no evictions, just a gradual reduction of the subsidies. That most of our large inner-city housing developments have been ugly does not mean they cannot be handsome if we try hard enough.

Finally, we must stop the deterioration of the existing inner-city housing supply. We have had a lot of experience with rehabilitation programs, not much of it successful. I suggest the establishment of local rehabilitation corporations that could provide a one-stop service, including inspection, programming, costing, financing and construction.

The second main heading of my prescription is the central-city school systems. Once quite competitive with suburban systems, they are no longer. They are falling further behind, losing their white students rapidly, and being pulled apart by the conflict over community control. The failure to adjust to the very different needs of the black students has meant that these schools have been disastrous to the child, to his family and to society. Quite unfairly, the central-city schools have been asked to bear a very heavy burden of the impact of population change. A balanced metropolitan approach would have been wiser but seems unlikely now.

I do not believe the quarrel over community control will be resolved by currently contending groups—emerging communities, teachers organizations and school bureaucracy. I see the need for an ingredient that can bring new strength, new enthusiasm, fresh imagination, youth and, indeed, scholarship to bear on public-school education.

I propose a contract between a local university or college and a local school system for the management and control of one or more ghetto schools. Universities show an increasing desire to help ghetto communities, and at the same time have a natural credibility for the teaching profession. Incumbent teachers would all be protected in their jobs. The university would have the right and the responsibility to hire new instructors (teacher turnover in such schools is enormous) and set standards. The university would establish the curriculum, select the teaching materials and even supervise the custodians. It could not set salary

NEW YORK:
Business is much more comfortable doing good if it is also making money

schedules different from those that were a result of collective-bargaining agreements. The new teachers might even be expected to join the union if there were one. The local school system would agree to provide money under a per-pupil-cost contract as the basic funding. The university would be permitted to scrounge for more. The university would agree that its faculty, graduate students and undergraduates would focus their research and experiments and field work on the contract district.

From the beginning, there would, of course, have to be an elected community education advisory board that would work with the university and reflect the needs and aspirations of the local community.

I have attempted in discussing housing and schools to suggest that there are practical ways of coping with what seem like insoluble problems, and that would include also the areas of unemployment, pollution, municipal housekeeping, transportation, recreation and parks. I believe equally practical programs in these areas can be established.

If our goals are to be achieved, however, there are five areas in which our way of thinking will have to change. They are competence, organization, public money, private money and commitment, and we continually underestimate their importance.

Competence. We still automatically think that civil service (the so-called "merit system") is the only proper public-employment method in an era in which trained talent is in short supply and tenure is of waning importance. State and municipal government stopped competing with business for the most capable graduates in 1941 or earlier.

Without jeopardizing incumbents, I suggest we eliminate civil service for executive and professional positions, except for teachers, who are a separate problem. I suggest that we pay executives, professionals and interns salaries comparable to those being paid in your favorite local utility. The idea that a utility vice president has a more demanding job than a police chief, a superintendent of schools or even a commissioner of public works is silly. The prestige and the satisfactions of local public service have never been enough to corral the best talent available. Salary and opportunity incentives are still the surest recruitment tools.

Organization. The structure of local government is typically a fragmented, unbalanced, irresolute and unprogrammed mess, often presided over by a mayor with a minimum of training for the job and an understandable yen to move on to a higher and less-exposed perch.

The authority of the average mayor is too meager. His term is too short. His salary is too low. The executive talent available to him is too limited: his municipal landscape is cluttered with too many independent boards and commissions, obsolete holdovers from an earlier day.

The structural, organizational and personnel systems that are municipal orthodoxy today rank as most significant causes of the low standards of municipal performance, of low morale and of the rising level of public dissatisfaction with local government.

I urge that the Congress authorize and the President appoint a Commission on the Organization, Structure and Staffing of Local Governments. The commission would examine such politically hazardous questions as the relevance of civil service in this time of talent shortage and widespread collective bargaining. It would look into the critical question of municipal boundaries: Are present boundaries drawn to provide the most effective units of government? To what extent do present boundaries guarantee an unbalanced tax base and segregated school systems, black inside and white outside? Can city governments be decentralized and made more responsive to the will of the people?

Public Money. The absolute top-priority need of cities today is more cash, lots more. Sorry if that makes you uncomfortable. It is much cozier to believe that more efficiency and less corruption are all that is required. Hogwash. The level of service in the cities is lower than in the surrounding suburbs because the funds are not there. The cities need more cash to compete, and if they can't compete, they will surely die. The cities have squeezed about all they can out of the real property tax. In some places, it has become a major reason for fleeing to the suburbs.

The only source able to provide this needed new cash in the required amounts is the graduated Federal income tax, which is national in scope, universal in application. Basically, this is because the income tax is growing at a more rapid rate than the national income, as increasing affluence moves more people into higher tax brackets.

I doubt that the income tax would have to be raised to cure our urban crisis. The continuing growth of the American economy and the faster growth of Federal revenues can provide the funds needed. A gradual shift in priorities could guarantee it. Defense and space programs do not have to receive all that money. They can be cut back, and they can also be stretched out. An America without slums and without forced segregation would be a more powerful force in the world than an America that had become an armed camp.

Federal money can be readily found, but we must remember that those in charge in Washington naturally prefer the fun of spending it themselves—either on those industrial-military projects President Eisenhower warned us against or on the proliferating categorical grant programs (now over 400 in number) that have grown in such profusion and complexity in the last eight years. How much Federal money are we talking about? I would suggest from five percent to ten percent of the Federal budget, say $10 to $20 billion a year, as an early goal.

Private Money. American businessmen have just begun to concern themselves seriously with the ills of the cities. Though late, their interest is a healthy and welcome one. Our business system is as responsible as any other part of our society for the sickness of our cities. We must recognize as well the level of prosperity that the business system has brought to so many. The system is productive, imaginative and flexible. Its massive involvement in the urban crisis could be a great boon.

HOWEVER, I AM CONCERNED that businessmen are likely to get discouraged too easily. The hostile reaction they often get from people they are trying to help is unsettling to them. They find the inevitable governmental red tape disheartening. Exhortation will carry the business community just so far. Businessmen are basically profit-oriented. Doing business in the slums is just not profitable today. If, as is likely, we are not prepared to finance city rebuilding entirely out of the Federal treasury, then we must maximize private participation. The best way to do that is to make such investment highly profitable by amending the income tax laws so that investments in urban housing and job opportunities will become as attractive to the private sector as the oil-depletion allowances are to Texas millionaires. Business is much more comfortable doing good if it is also making money.

We must understand that neither the Federal treasury nor the Ford Foundation is going to create black capital. Black businessmen on their own will have much too slow a time of it. It seems to me that joint ventures pooling white capital and know-how with black commitment and black desire are the way. The Internal Revenue Code could be amended to make black capitalism highly desirable to white investors.

Commitment. The urban crisis in America is deepening. Public housing, urban renewal, the poverty program, the Model Cities program have made no more than a dent, again with a handful of exceptions.

It is time we recognized that all of these efforts have been barely token when matched against the size and scale of the urban problem. We have never mustered more than a small fraction of the resources required. We need a commitment on a scale comparable to the urban crisis itself. As a nation, in my opinion, we do not yet care enough. Until we do, I would urge LOOK readers to visit the old cities and the new towns of Europe to see what a different order of public priorities has done for their urban environments. They can remind us that solving the urban crisis is not mission impossible. END

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AC + MS

Planning General

John Fischer

HARPER'S Nov., 1969

THE EASY CHAIR

Planning for the Second America

If General Electric expected to double its plant capacity and office space within the next thirty years, you can be sure it would assign a platoon of its ablest executives to figure out the best way to do it. In fact, General Electric almost certainly is doing that right now. I have talked to some of its planning officers, who were (for obvious reasons) discreet about their specific projects, but they were candid enough about their operations in general. Their job is to answer questions about the future. When will a new factory be needed—for radios, refrigerators, or some entirely novel product? What should be its initial capacity, and how much allowance should we make for expansion? How shall we raise the money? Where should it be built—taking into account the location of markets, labor supply, raw materials, rail and highway networks, the quality of local schools, and dozens of similar considerations? Such inquiries, for example, underlay the company's decision to build a $250-million manufacturing and distribution center at the new town of Columbia, Maryland; within ten years it is expected to employ 12,000 people.

In such long-range planning, General Electric is not remarkable. It is simply following sound business practice. Every enterprise of any consequence has a professional staff at work on its plans for future growth. Every enterprise, that is, except the United States of America.

Within the next thirty years, this country can expect to double the physical plant of all its cities. To take care of the predicted growth in population, it needs to build a new house, school, and office building for every one that now exists. It will need twice as many parking lots, universities, bus lines, jails, garbage dumps, airports, and bars. For the number of Americans almost certainly will rise from about 200 million to 300 million before the end of the century; and virtually all of the new people will live in cities. Indeed, our long-dwindling rural population probably will shrink still further, as displaced farmers continue to move to the metropolises. This means that we face the job of building a Second America—of duplicating all of our man-made assets—within a single generation. What our forebears did in three hundred years, we have to do in thirty. Such is the inescapable arithmetic of the population explosion.*

The task probably is not impossible. A nation which can explore the moon ought to be able to tend to its own housekeeping, if it sets its mind to it. The odd thing is that, up until now, we haven't. During the years when we were cheerfully spending $23 billion on outer space, we spent peanuts on the space we have to live in. Even today thousands of talented people are busy planning what to do on the moon, but no agency of government is planning the Second America. Nowhere in Washington can you find anybody who is responsible for figuring out where those 100 million extra people are going to live, how they will get to work, or who will put roofs over their heads.

Many agencies—indeed, far too many—are fiddling with bits and pieces of the problem; but they work at cross purposes, because they have no common goal. Neither the White House nor Congress has set forth an overall policy to guide them. No one in authority has said, "Here is the blueprint. This is what we want the United States to look like thirty years from now. Every one of you bureaucrats, from the county farm agents to the Atomic Energy Commission, is hereby directed to work to this pattern. Your first responsibility is to make sure that we reach these national goals by the end of the century."

Such a blueprint actually exists. It is traced out, in considerable detail and with hundreds of pages of supporting data, in four recently published books. The goals they set are clear, sensible, and well within the country's capacity. They are proposed by some of the best minds in America, after many months of argument and grinding labor. So far, of course, the plan has not been accepted by either Congress or the President. (I doubt whether Mr. Nixon has even read the books, although Daniel P. Moynihan and some of his other aides certainly have.) Under our habits of government, it cannot be accepted in Washington until it has been thoroughly discussed throughout the country, and has won a considerable degree of public assent. This process has not even started, because the four books are practically unknown to the public at large. So far as I know, not one of them has been reviewed by the *New York Times* or any other major newspaper, though they have had casual mention in a few news stories. But they will not be ignored forever; on the contrary, they are likely to become central texts for the political debate of the coming decade, because they deal with issues which will shape the lives of all of us, and our children.

The books which comprise The Plan were produced by a curious, and uniquely American, process. It would be an exaggeration to call them underground publications, but they were created so quietly that they almost look surreptitious.

Until quite recently, the American credo held that planning was just dandy for businessmen, but was forbidden to politicians and civil servants. *Public* planning was regarded as a sin, indulged in by godless Communists but unthinkable for any right-minded American. This dogma was formally proclaimed some thirty years ago, when President Roosevelt tried to set up a National Resources Planning Board, on the theory that it might be useful to know what assets we had and how they were being used. The elderly conservatives who then dominated Congress promptly denounced the Board as subversive, cut off its money, and drove some of its staff into political exile. This ruthless lesson was enough to make prudent bureaucrats shun the very word "planning" for decades to come.

Nevertheless many people in govern-

*People who enjoy arithmetic can find the detailed figures in two recent publications of the Census Bureau: *Projections of the Population of the United States by Age, Sex, and Color to 1990, with Extensions of Population by Age and Sex to 2015* and *Projections of the Population of Metropolitan Areas: 1975.*

ment realized that some planning was necessary for the efficient conduct of the public business, just as it is for private enterprise. Their problem was how to go about it without attracting the malevolent attention of the Eastlands, Goldwaters, and House Un-American Activities Committee. A customary solution—imperfect, but better than none—is to work behind a political heat shield: a commission.

Almost anybody can set up a commission. Usually it is appointed by the White House, but on occasion it may be created by a Cabinet member, a Congressional committee, a foundation, or by some convocation of mayors or governors. Its chairman is a more-or-less eminent citizen without political ambitions, and therefore not too nervous about criticism; his fellow commissioners ordinarily are obscure characters, vaguely described as "experts." Since it is a quasi-official body, it can be financed with tax money, or in a pinch by foundation grants—usually enough to hire a highly competent staff. Such a commission is directed to study some question—almost always a politically ticklish one—and to come up with recommendations. If these recommendations turn out to be palatable, they can be adopted, with hosannas, by the original sponsor. If not, they can be repudiated or ignored.

Occasionally a commission produces immediate results, as in the case of the Hoover Commission which led in 1949 to a useful overhaul of the executive branch. More often a commission's findings will sound so radical, or expensive, that neither legislators nor executive agencies will dare to touch them right away. Nevertheless the findings—and the thousands of pages of testimony and studies on which they are based—are now in the public domain. With luck, they will attract the attention of academics and maybe a few journalists; they will be referred to in books and Congressional debates; and so their once-startling propositions gradually become familiar. At that point they may be ripe for political action. Thus, for example, President Nixon's recent recommendations for reform of the welfare system are the outgrowth of suggestions put forth years earlier in half a dozen commission reports.

Several of Mr. Fischer's reports in "The Easy Chair" during the past year have dealt with current innovations in American government. He is the author of Master Plan: U.S.A. *and other books.*

So it is with the four books which outline a plan to accommodate the country's next 100 million people. They are reports of commissions (although one calls itself a committee). While these groups worked independently of each other, their ideas are remarkably similar; and the recommendations of each one tend to complement and reinforce the recommendations of all the others. Nobody intended that their reports should thus fit together to form a reasonably coherent scheme of action—but it isn't altogether coincidence, either. You might say that the pieces fell into that pattern because the spirit of the times demands it; or, more prosaically, that when intelligent men stare long enough at the same body of facts, they are likely to arrive at similar conclusions. As usual, most of the politicians who are aware of these conclusions have greeted them with wary, not to say stunned, silence. It will take a little time yet for them to become commonplaces of political discourse.

Only one of the reports is likely to be read in its original form by any substantial number of ordinary people. Entitled *The New City*, it is the product of the National Committee on Urban Growth Policy. It was brought out last August in an attractive format, with plenty of pictures, by a commercial publisher, Praeger ($12.50), and is available through bookstores; moreover, it was edited by Donald Canty, a professional writer-editor. The other three reports were published by the Government Printing Office in its usual drab style; they have to be ordered from the Superintendent of Documents; and they are written for the most part in the Late American Mandarin dialect which is now standard with bureaucrats and social scientists. Consequently their ideas are not likely to reach many readers, aside from determined urbanologists, until they are available in translation.

All I can attempt in this space is to indicate the main thrust of their argument. Each of the commissions concluded independently that it would be a hideous—and expensive—mistake to force the next 100 million Americans to live in our present cities. Yet that is precisely where they will end up, if present trends are permitted to continue. Already two-thirds of our population is living in some 230-odd metropolitan areas: cities of 50,000 and more, together with their suburbs. According to the Census Bureau projections mentioned earlier, virtually all of the anticipated increase will crowd into those same cities unless we do something to divert it elsewhere. Not because everybody wants to hive up that way.* People are being pushed in that direction by government policies of long standing—the farm program, the welfare system, the location of science centers, the obsolete rules for building public housing and insuring home mortgages, the way government contracts are let. None of these policies was meant to shove people into the already clotted-up metropolitan centers. Each of them was originally devised for an entirely different, and well-intended, purpose. Only belatedly did it become apparent that they are, as an unexpected by-product, influencing the direction of future growth—and that the cumulative result may well be a national disaster.

How this works is explained in two of the reports: one by the National Advisory Commission on Rural Poverty, the other by the Advisory Commission on Intergovernmental Relations. The first was a temporary *ad hoc* group appointed by President Johnson; he did not like its findings, presumably because they were critical of measures to which he was committed, such as the oil-depletion allowance and the subsidy of rich farmers. For months the report (*The People Left Behind*) lay buried in the White House and might never have been released, if it had not leaked inadvertently to the press. The other commission is a permanent body established ten years ago as a joint enterprise of federal, state, and local governments. In its quiet way it has been doing some of the most hardheaded and farsighted planning ever undertaken in this country, and has issued more than forty reports, many of them highly technical. The most important of these (in my opinion, at least) appeared in 1968 under the title *Urban and Rural America: Policies for Future Growth*. It not only presents a reasoned criticism of the country's present policies—or non-policies—but also sets forth an array of alternatives. The fourth book, *Building*

*Jane Jacobs does, and a certain number of kindred souls who believe the boondocks begin just west of the Hudson. But a Gallup poll taken last year indicated that 56 per cent of the people questioned would prefer to live, if they could, on farms or in small towns rather than in a metropolis. Moreover, the steady movement from the core cities to the suburbs demonstrates that a considerable additional percentage yearns to get as far away from downtown as possible. Although sociologists, novelists, and urban intellectuals have been excoriating suburbia for the last thirty years, it still looks like the promised land to a growing number of Americans.

the American City, is better known as the Douglas Report, after Paul H. Douglas, former Senator from Illinois and chairman of the Commission on Urban Problems. It is the longest (more than 500 pages) and offers the most detailed diagnosis of the cities' ills, together with prescriptions for curing them.

Anyone who reads the four reports together quickly realizes that they are revolutionary documents — perhaps as revolutionary as anything published in this country since *The Federalist* papers. They demand nothing less than a reshaping of American institutions—the whole web of local governments, the tax system, the labor unions, the welfare programs, and many another hallowed relic—and they make such a compelling case that the reader is likely to find he has become a revolutionist himself before he reaches the last page.

The most dramatic proposals are those designed to channel our growing population away from Megalopolis. This is a prime goal of all four commissions, although each of them approaches it in a different way.

The New City recommends the building of 110 new communities within the next thirty years, to provide homes and jobs for 20 million people. Ten of them would be cities of at least one million population; the rest would average about 100,000 each. The Rural Poverty Commission in its report, *The People Left Behind*, puts more emphasis on encouraging the growth of existing small towns, especially in those parts of the country such as Appalachia, the South, and the Midwest which have been sending the most migrants to the big cities. Many a shabby and discouraged village of, say, 5,000 people can be converted into a thriving and attractive community of 50,000 to 100,000, if the right steps are taken to bring in new industries.*

Urban and Rural America: Policies for Future Growth endorses both of these strategies. They supplement each other, and both are clearly needed since the proposed new cities would take care of only a fifth of the added population. But this study, like the Douglas Report, also devotes considerable attention to the things which have to be done to make our present big cities livable and governable. All four recommend the setting up of a new and muscular arm of government to handle the detailed planning for future growth, and to see that the plans are carried out. (Mr. Nixon's Council for Urban Affairs, headed by Pat Moynihan, might well evolve into just such an agency.)

My first reaction to this Grand Design was skepticism. It sounds great, all right, but isn't it too grandiose to be practical? And how could the country ever pay for it?

As I prodded deeper into the assembled evidence, however, my skepticism began to erode. I ended up convinced not only that the plan is feasible, but that it probably will be achieved in large part before the end of the century. Moreover, this undertaking could turn out to be more exciting than the exploration of space—and far more likely to enlist the enthusiastic commitment of alienated young people.

Cost is not so big an obstacle as it might seem. The new cities should pay for themselves; indeed, they might actually return a profit to the public purse. And in any case, most of the capital would come from private investors rather than the taxpayers.

That is one of the lessons we have learned from Western Europe, where new cities are an old story. Great Britain, for instance, already has built fourteen of them, providing homes and close-at-hand jobs for half a million people. They have proved so successful, both socially and economically, that fourteen more are now in the works. The latest of these, announced only last January, will be the most ambitious new city yet undertaken; eventually it alone will accommodate a half-million people, and the total population of the twenty-eight projects should reach three million. The experience of Finland, Sweden, and Holland with similar projects has been equally encouraging.

Our own experience has been encouraging too, although few people realize it. For new communities are also an old story in America—so old it has been largely forgotten. Every schoolchild learns that Washington, D.C. was designed from scratch by Major L'Enfant. But how many know that he also planned Paterson, N.J. in 1791 as a new city sponsored by the Society for Establishing Useful Manufactures? Or that Marietta, Ohio, Salt Lake City, Bethlehem, Pennsylvania, and Winston-Salem all originated as new towns, to mention only a sampling out of dozens of such ventures?

Most of these were started before the Civil War, when cheap land was plentiful, by private corporations or religious sects. A few more were built with government money during the Depression years, when private capital was hard to come by: notably Norris, Tennessee, and three so-called "Greenbelt Towns" near Cincinnati, Milwaukee, and Washington, D.C. They served as proving grounds for new ideas in design—the superblock, cluster housing, the separation of auto and pedestrian traffic—which eventually were widely adopted by private developers. At the time, however, they brewed up a storm of irrational emotion, which I had a chance to observe at first hand, because I worked for a couple of years with the Greenbelt Towns project. Real-estate operators denounced it as a socialistic threat to the divine rights of land speculators. And one Congressman, the late John Taber of Auburn, New York, actually believed that the new town north of Washington was designed as a hiding place for arms, in preparation for the day when that madman Roosevelt would dispatch a ravening mob to sack Capitol Hill. He told me so, and refused my pleas to come see for himself that the Greenbelt toolshed hid nothing more sinister than lawn mowers and baby carriages. If you think some Congressmen are peculiar today, you should have known the prime specimens of the Thirties.

Only in the last decade has big business started to invest in new communities, on a scale far larger than is generally realized. Fifty-two such projects were under way in 1968, each of them covering at least a thousand acres and offering all the facilities needed for a community of three thousand or more residents.* The most famous are Reston and Columbia, on opposite sides of Washington, D.C., but most of them are located in California, Florida, Arizona, and Colorado. The largest is California City, embracing more than 100,000 acres and designed to accommodate eventually 600,000 people; it is the brainchild of a rich young man named William M. White, Jr., the head of Great Western United Corporation. Other major corporations involved in

*For a case history of such a transformation, see "The Lazarus Twins in Pennsylvania: How Scranton and Wilkes-Barre Are Rising from the Dead" in the November 1968, issue of *Harper's*.

*A full listing, of possible interest to both home seekers and investors, is given on page 78 of *Urban and Rural America: Policies for Future Growth*.

building new communities are General Electric, Westinghouse, IT&T, Boise Cascade, and the Del E. Webb Company. All of them, and a dozen smaller firms in the same field, obviously expect to earn a profit.

In that case, why shouldn't we depend on private enterprise to build all the new cities we need, with little or no help from government? In theory, this sounds reasonable, because the financial arithmetic is enticing. All you have to do is buy a few thousand acres of farmland at, say, $500 an acre, build the nucleus of your town, and then sell off the land at perhaps ten times its original price, plus construction costs. The creation of a new population center is all it takes to send land values skyrocketing; witness what has happened in Rockland County, New York, or in the new city of Columbia, Maryland.

In practice, alas, private enterprise can't do the job alone, for two reasons.

First, it is too hard to assemble large tracts of land in places where new communities are needed. Only a genius like James Rouse could have assembled at a reasonable cost the 14,000 acres needed for Columbia, in the fast-growing area between Washington and Baltimore, and he probably could not duplicate the feat today. Several of the new-town builders in the West avoided this problem, because they already owned huge expanses of farming land; examples are the Irvine Ranch and the acreage where Great Western United once raised sugar beets. But few such situations are left.

In the second place, a new town requires a lot of "patient capital" to finance the initial streets, sewers, water supply, and other community facilities. The investment is safe enough, but it cannot be fully repaid until the whole project is completed—which may be twenty or thirty years, or longer. Even the strongest corporations find it hard to raise that kind of capital, especially in a tight money market. That is the reason why Robert Simon, the original developer of Reston, Virginia, got into trouble and had to turn control of the management over to Gulf Oil.

If we are going to get the new cities we need, therefore, some arm of government will have to help out in three ways. (1) It must assemble large blocks of land, without running up the price, by use of its powers of condemnation and eminent domain. (2) It must put up a good part of the "front end money" for building community facilities, in the form of long-term loans. (3) It must take responsibility for the overall planning, which no private corporation is capable of handling; only a public agency can, or should, select the sites for the 110 new communities, set standards for protection of the environment, and arrange inducements, when necessary, to create job opportunities. (This does *not* mean government subsidy to business; usually all it takes to bring new industries into the desired location is provision of a good highway, a dependable water supply, and perhaps an industrial park, a government installation, or a nearby university. Witness what happened when Route 128 was built as a ring highway around Boston.)

The rest of the job can confidently be left to private enterprise. Experience to date, both here and abroad, indicates that plenty of businessmen will be eager to flesh out the new community with homes and factories, once the skeleton is in place: that is, the basic plan and the infrastructure of streets and utilities.

It makes no sense to calculate the cost of building the Second America according to the four-book plan—or some variant—without also looking at the cost of the alternative. If we simply let our present cities double in size, in the chaotic and heedless way they are now growing, the cost will be infinitely greater. One reason is what economists call "diseconomies of scale." After a city reaches a certain size, the per capita cost of providing services—water, police protection, transport, and all the rest—begins to rise sharply. (Nobody knows for sure what the optimum size might be, because our political scientists have done surprisingly little research on this question; the most plausible estimates I have seen suggest that the desirable population ceiling may lie somewhere between 200,000 and one million.)

Far greater, however, are the social costs of urban elephantiasis, and tax costs which inevitably follow. The events of the last five years have made one thing unmistakably clear: when a city gets too big, it pays an enormous price in crime, drug addiction, spreading slums, decaying schools, and racial turmoil.

If he is interested in saving money, therefore, every true conservative ought to be a passionate advocate of The Plan. So should everybody who simply wants the country to be a decent place to live in. And, after all, why shouldn't we build the Second America in a sensible and humane fashion? If the British and the Finns can do it, why can't we? □

Planning General

FORWARD ATLANTA

OFFICIAL MONTHLY NEWSLETTER OF THE ATLANTA CHAMBER OF COMMERCE SPRING, 1969

"Headquarters : Atlanta" Goes to Press

The Atlanta Chamber of Commerce is introducing a publication of a new breed. The concept is vast: Atlanta is a headquarters city. But the audience is a select one: top level executives of national and regional firms. The book, photographed in full color, is designed for these executive decision-makers. It invites them to make Atlanta home. Home for their business: all the pertinent facts are here. Home for their families. All the amenities of life in Atlanta are included. The tone is crisp, businesslike; yet conversational and reservedly friendly. It speaks to executives on their own terms.

The book begins with a success story. A prominent firm asked Atlanta why its headquarters should be here, and got the right answers.

What are the questions?

Is Atlanta ready to be a headquarters city? Yes, because it has long been the center of the southeastern region. It has the people, the buying and selling power. It has a vast array of service industries, and great research capabilities. It is oriented toward becoming an even larger city. And so it is now planning solutions to the problems that already choke cities like New York and Chicago.

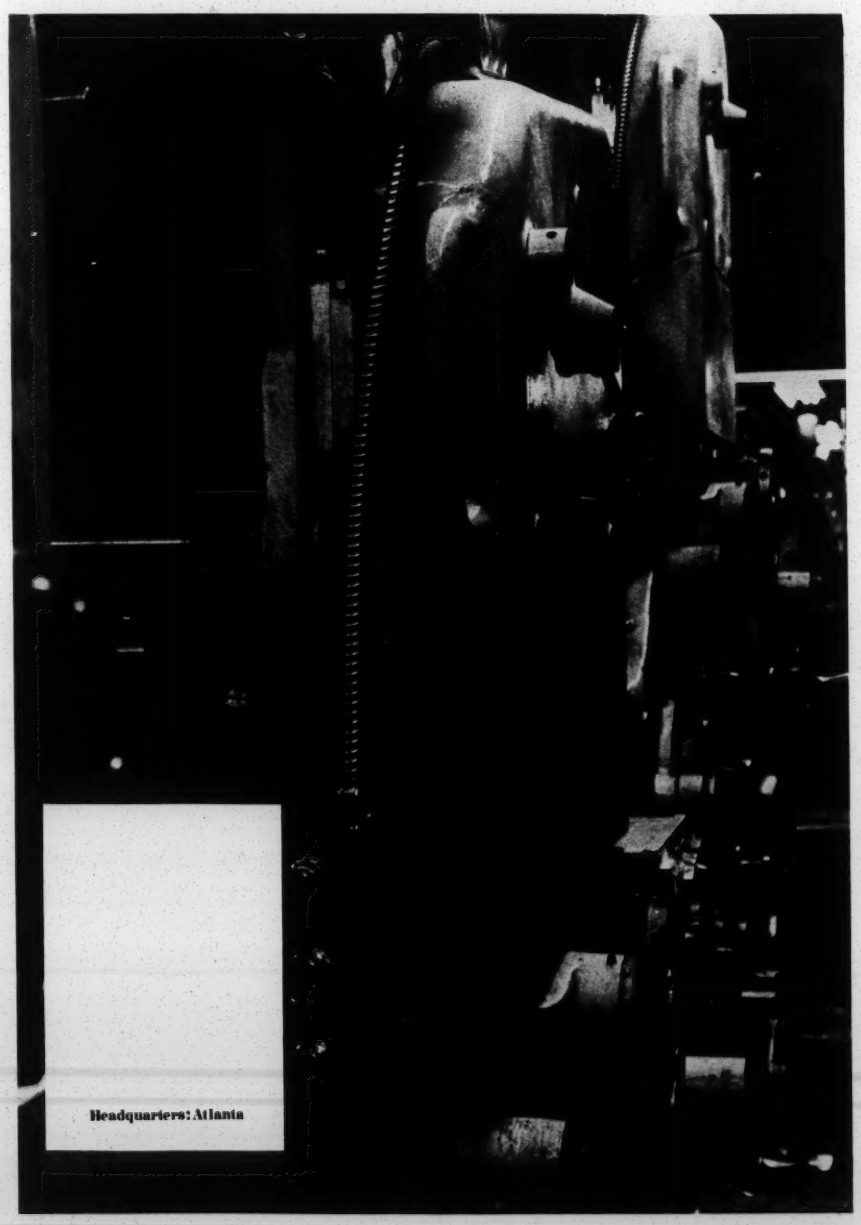
Does Atlanta have space for headquarters? Yes, because over 19 million square feet of office space has been built since 1960, and office and industrial parks are springing up in abundance.

Is Atlanta accessible? It has the fourth busiest airport in the nation. And it will be expanding its air facilities. The freight transport facilities are good. Railroads,

(Continued on page 9)

"Only a handful of American cities deserve to be called great; fewer still can be called truly unique. Only one deserves the name Atlanta."

Institutions



Anyone who smokes cigarettes is either stupid or is devoid of will power. Wish I had the guts to quit.

Today's community leader could spend every lunch hour and every evening of the year attending the many meetings to which he is invited. It is one of the penalties of leadership.

The jury is still out on what effect conglomerates will have on traditional corporate citizenship. Some of the early evidence is ominous.

The parking situation at the airport grows more critical every day. Relief is needed and needed now.

If you haven't already done so you should visit our new Governor's Mansion. It is very handsome and is furnished in good taste.

The new fire, smoke and burglar alarm system that *Safeguard* has installed in our house will probably bring on heart attacks until we become accustomed to sirens wailing and bells ringing, caused by forgetfulness.

It took about twice as long to repair the fire and smoke damage at our house as it did to build the entire house originally.

Opinion: Worst TV commercial: The Tareyton filter transplant; best: Georgia Power Company's "What will a penny buy?"

The "Gawker Go Home" legend on our expressway safety signs was a mistake. Many tourists on their way home from Florida vacations thought we meant them. The mail was hot and heavy.

This is the season when most of us play hell. We go out and spread fertilizer all over the yard so we may have the pleasure of mowing all summer long. Wonder how much it would cost to cover a lawn with Astroturf?

If Rev. William Holmes Borders ever tires of the pulpit he can earn a good living as a stand-up comedian. And he doesn't need to use four letter words either.

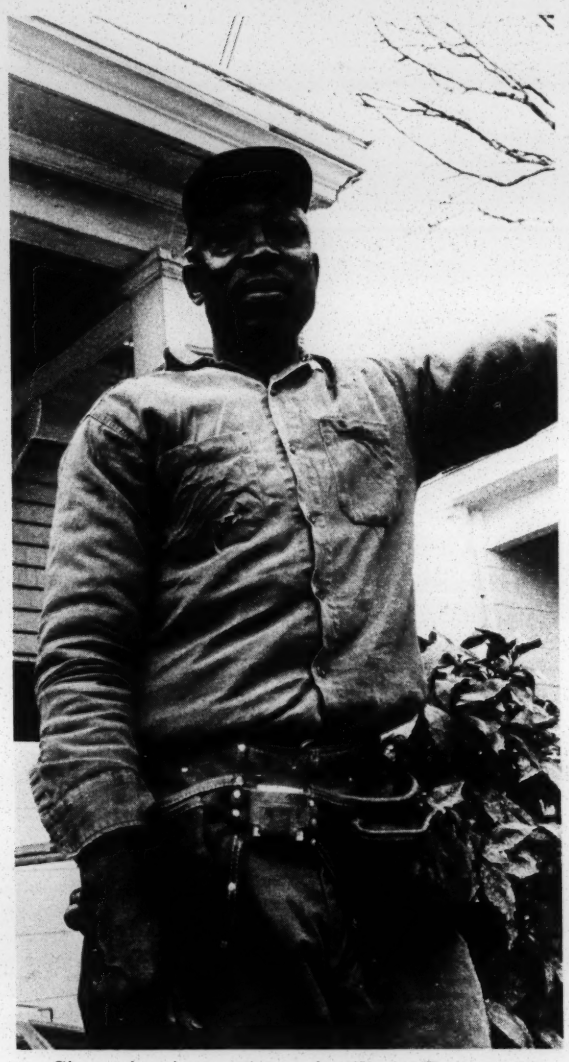
One good thing about a fire: it gives you a chance to compare apartment living with that of living in a house. Be it ever so humble ----- etc.

our town

by OPIE L. SHELTON

"Dear Ivan: It's true, our downtown area is becoming more trashy every day. Those of us who mess up the streets and sidewalks deserve a stiff fine.

housing and redevelopment



THE WEST END STORY has been more than a hundred years in the telling. Residents of this Southwest Atlanta community, though, will tell you quickly and enthusiastically that the best chapter of all is taking place right now.

Heritage and history notwithstanding, West End looks to 1969 as a pivotal year in its destiny. What happens or doesn't happen this year will determine the success of West End's redevelopment program.

A large portion of the community–some 675 acres–has been under Urban Renewal since mid-1966 and in the planning process for several years before that. The West End project is the largest and most ambitious of all Atlanta's Urban Renewal Program projects.

What has happened recently, and what's going on now? How do the residents feel about their community's prospects? Is West End still a "model project" which could become a testimonial to what Urban Renewal can accomplish?

Those were some of the questions in the minds of a subcommittee of the Atlanta Chamber's Housing and Redevelopment Committee, when it conducted an inspection field trip recently.

Members of the subcommittee saw and heard ample evidence to agree with what the residents believe so firmly: West End's future has never looked brighter.

Subcommittee Chairman W. L. Waronker of Ward Realty Company summed up the findings: "The physical, tangible sings of progress and rebuilding in this fine community are encouraging, if not amazing. But even more stimulating were the intangible signs–the many examples of how strongly West End believes in itself and in its future."

Since its inception, the West End project has been geared to keeping the area largely residential, as it has been since the area was chartered as a town in 1868. (It was a fashionable suburb during the latter part of the 19th century and was considered a residential showplace in later years.)

Plans for the area also include considerable commercial development, featuring an enclosed-mall shopping center in the heart of the present business district. No firm dollar figure has been placed on the shopping center, but it is estimated to involve some $3 million.

Construction will start on the shopping center during 1969, says the Atlanta Housing Authority, the city's agent for administering Urban Renewal projects. It is one item of several which represent some

(Continued on page 9)

Moreton Rolleston, Jr., a long-time member of the Chamber's Transportation and Traffic Committee, explained his idea for "Atlanta Urban Airways," a new rapid transit concept, at a recent meeting of the committee.

The idea, which would involve an elevated rail system using expressway rights-of-way, has also been presented to the MARTA Board and Design Committee for study.

transportation and traffic

HIGHWAY BOARD CONSIDERING "COUNTY CONTRACT" POLICY

State Highway Board Member Alex W. Smith, Jr., has focused attention on the need for implementing the 1965 Bowdoin Commission recommendations concerning "County Contract" type of highway construction.

The Chamber of Commerce has advocated adoption of the recommendations since the day the study first was released. Mr. Smith, Fifth Congressional District Board member, urged the Highway Department to prepare policy regulations on county contracts in relation to the Bowdoin Commission report. He asked that the department report back to the Board.

Board member Jack Embry, from DeKalb County and the Fourth District, seconded the motion. It passed by a 5 to 4 vote, with N. N. Burns, Jr., of Rome, Clark W. Duncan of Buena Vista, and D. Douglas Barnard of Augusta joining in a favorable vote.

These Board members made it plain they were not attempting to abolish the county contract system, under which the Highway Department contracts with the county governments for the paving of off-system county roads. Instead, they expressed the views that they feel a hard look at the Bowdoin Commission study is just good business procedure.

Chamber President Frank Carter wrote Mr. Smith a commendatory letter, in which he stated in part:

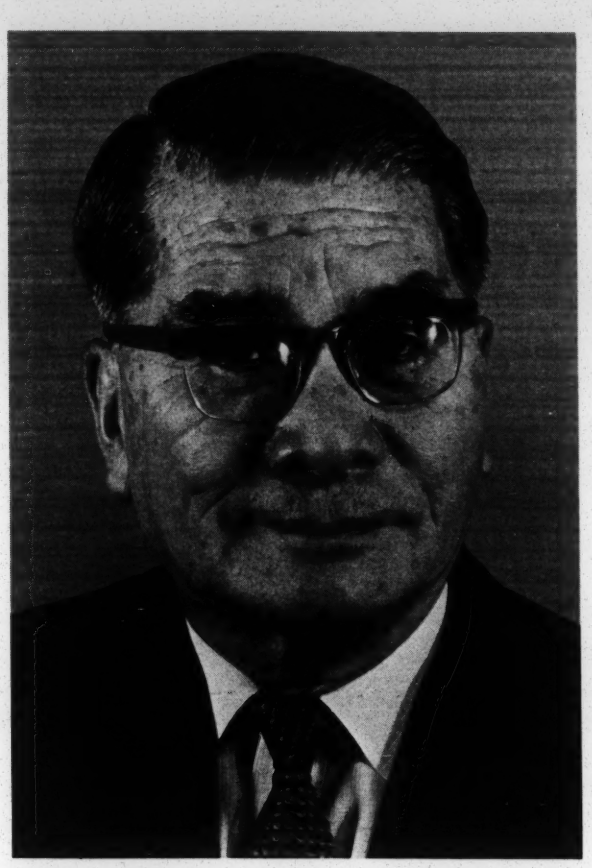
"We agree with you, the Governor's Commission (Bowdoin Commission) and Highway Management Associates (the highway consulting firm on the report) that County Contracts serve a good purpose and should be continued. But we also agree with you and the reports that it is just good business sense to revise and modernize policies and management of the County Contract Program.

"We commend the Highway Board on its action . . . and we urge all of the members to join with you in adopting new regulations which will result in continuing improvement in the operation of our Highway Department."

education

Under the leadership of its new chairman, Frank Smith, Jr., of IBM Corporation, the Education Committee has diversified its interests into many areas of education. The Committee is now working with the Atlanta Public School System in the Community Resources Workshop, a summer course for teachers. Beginning July 16, the three week course will take the teachers out into the business world to get a first hand, in-depth picture of what is expected of young people about to seek employment.

world trade



Masao Anzai
Chairman of the Mission
President, Showa Denko K. K.

JAPANESE ECONOMIC MISSION

A Japanese Economic Mission to the Southern United States will visit Atlanta April 22 to April 24.

The Mission, organized under the sponsorship of the Japanese Government, is composed of leading members of the nation's business and industrial community. It is designed to promote good will and understanding between the United States and Japan through an exchange of views and ideas with leaders in various sectors of American life.

Masao Anzai, President of Showa Denko, one of Japan's largest integrated chemical companies, will head the mission.

Expansion of U. S.-Japan trade on a mutually beneficial basis will be discussed, and the Mission also hopes its visit will serve as the first step toward exchange of visits on a regular basis between the business communities of the Southern United States and Japan.

WORLD COUNCIL TRADE SEMINAR

"The social and political environment of the entire human race has been changing so radically over the past two decades, that world commerce is a whole new ball game–revising some of the old rules of the old game won't suffice."

Walter R. Johnson, Assistant to the Publisher, *Fortune Magazine*, made this statement in addressing the World Trade Council's "Trade With Europe" seminar, February 26.

The seminar's intent was to promote interest in trade with Europe by presenting speakers and panelists who could review the old rules of the game and at the same time stimulate thinking about the "new ball game."

Mr. Johnson, in emphasizing the stake of American business in international development, said, "any policy structured with the conviction that the interdependent world of business is man's best hope for stability and order provides the best hope for the future of the United States."

ATLANTA Magazine

Advertising income of *ATLANTA Magazine* for the first three months of 1969 jumped 20 percent over the same period last year, Advertising Director Ronald K. Hill announced.

In addition, the March, 1969 issue included a record 75 pages of advertising, and advertising revenue for March was also a new high.

"The increased sales are a direct result of increased readership and a better awareness of *ATLANTA* as an advertising medium," Hill Stated. "Circulation now is over 23,000, but total adult audience, including pass-along readership, is more than 160,000. Advertisers are recognizing that exposure is what they want for their advertising dollar, and they're getting it with *ATLANTA Magazine*."

Governmental Affairs

GENERAL ASSEMBLY ADJOURNS; DISAPPOINTMENT TO MANY

1969 was to be the year in which local government finally received authority to broaden its tax base so that it could begin to solve some of its most pressing problems. That seemed to be the mood as the 1969 session of the General Assembly opened. There was much talk and strong support for "home rule", and everybody had a plan to help property tax payers carry the local government load.

And what happened? The 1969 session of the Georgia General Assembly adjourned Wednesday, March 26. It had provided that in fiscal 1970, state grants to municipalities would be one million, two hundred fifty thousand dollars less than they are in fiscal 1969. County grants were cut $250,000.

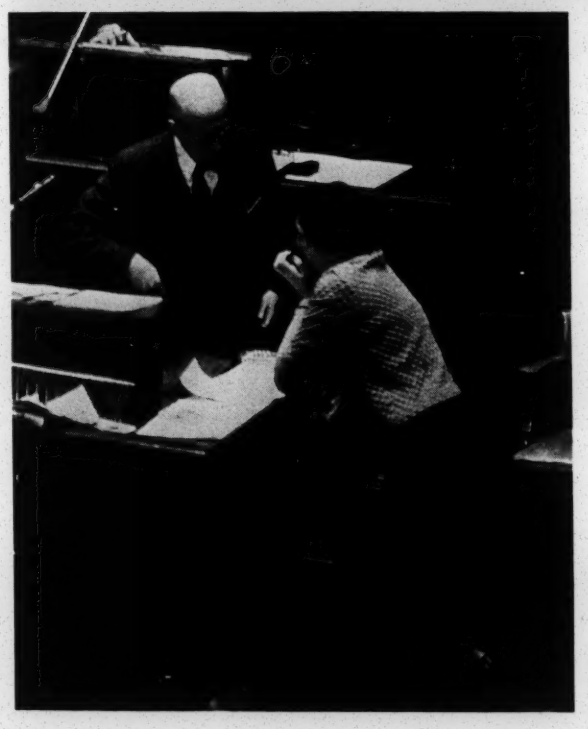
Legislators arrived in January to face a confused tax situation. The Governor wanted $214 million in new spending, but the legislature wouldn't "revise" taxes to that extent.

They made an effort to raise some extra money through restructuring the personal and corporate income tax law, but an error resulted in dropping the personal income tax revision and increasing the corporate tax rate by 20 percent. Gasoline taxes were raised from six and a half cents per gallon to eight cents. The Governor vetoed the gas tax hike.

He also vetoed the urban road bond bill, one of a very few bills which would have helped heavily populated areas. One other, a home rule measure to permit a tax on mixed drinks, was adopted.

Of all the plans proposed to help local governments and relieve the burden on ad valorem taxes, one is still alive, postponed until next January. It would allow local option 1 percent sales taxes with 40 percent of collections returned to point of sale, and 60 percent put in a pot and rebated per capita among those counties participating. School systems and local governments would share equally in the revenue.

All in all, it seems more than a little surprising that things turned out as badly



as they did for local government in this session. After all, cities and counties had been told in 1968 . . . "wait till the tax commission makes its report." Prior to that, it had been . . . "let's appoint a commission to study the whole tax structure" . . . Now it's "wait till next year," which will be an election year, which will make it even more difficult. Unless enough people get tired enough of digging deeper and deeper each year when ad valorem taxes come due . . . .

Top Producer: J.L. Jerden

Forward Atlanta will honor a Contact Club member in each edition for his individual achievement.

J. L. Jerden, top producer for the Contact Club, likes to tell the story of how his wife, Jane, almost made him stop refereeing Southeastern Conference football games when he had to miss an important dinner party she was giving last fall for her cousins.

"It was only last week that we decided I could referee again this fall," he laughed.

An enthusiastic sportsman, he began working at a golf course when he was 9, and at 12 his score was in the low 40's. Today he plays at the Ansley Country Club.

When he entered Southwestern College at Memphis, he played football and baseball. Today he's Regional Chairman of Southwestern's Alumni Association.

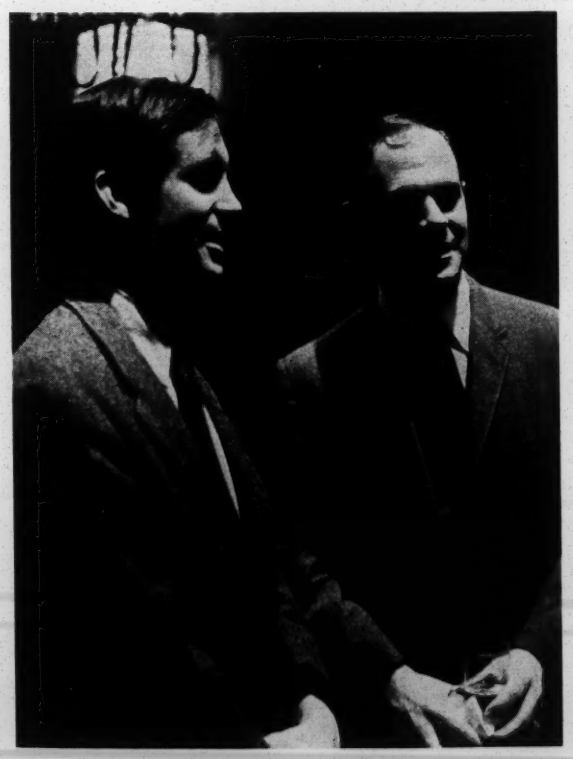
After graduation from college in 1959 he came to Atlanta and took his Master's Degree in Business Administration from Emory University. Now Vice-President of Prichard and Jerden, Inc., a fast-growing 8-year-old insurance agency, Jerden carefully programs his many activities.

He says his job as Contact Club Chairman is the biggest he has this year, although he still finds time to be Treasurer of the Atlanta Touchdown Club, a Director of the Braves "400" Club, a United Appeal Zone Chairman, and a Boy Scout leader.

Married last summer to the former Mrs. Jane C. Bowen of Atlanta, Jerden recalls 2 years ago when he was the first bachelor to win the Contact Club's promotional prize trip to Puerto Rico.

"It was a trip for two, and they didn't quite know what to do with me," he smiled.

Jerden, his wife, and daughter Susan Bowen, 4, live in their new home on Angelo Drive in Northeast Atlanta.



One day Membership Drive

The Contact Club, led by Chairman J. L. Jerden, brought in $4,450 in new revenue for the Chamber March 27 during the One-Day Membership Drive.

Members, their "buddies", and special volunteer workers spent the entire day soliciting new members to help meet their $4,500 per month goal. The total revenue brought in so far this year is $18,290.

Member Ed Nidever and his "buddy" Howard Shaw were high men for the day, bringing in $1,000, and Bill Harrell and Bob Rhinehart of Merrill Lynch, Pierce, Fenner & Smith, led the volunteer workers in total revenue. Each winner was awarded a $25.00 gift certificate.

At the Kick-Off Breakfast for the Drive, three members were presented awards for their individual production to date in 1969. J. L. Jerden, Prichard and Jerden, Inc., received his five year award, while Richard Bell, Crow, Pope and Carter Co., Inc., hit the mark for the third straight year. Don Enzmann, General Electric Company, earned his second year award.

Public Relations Report

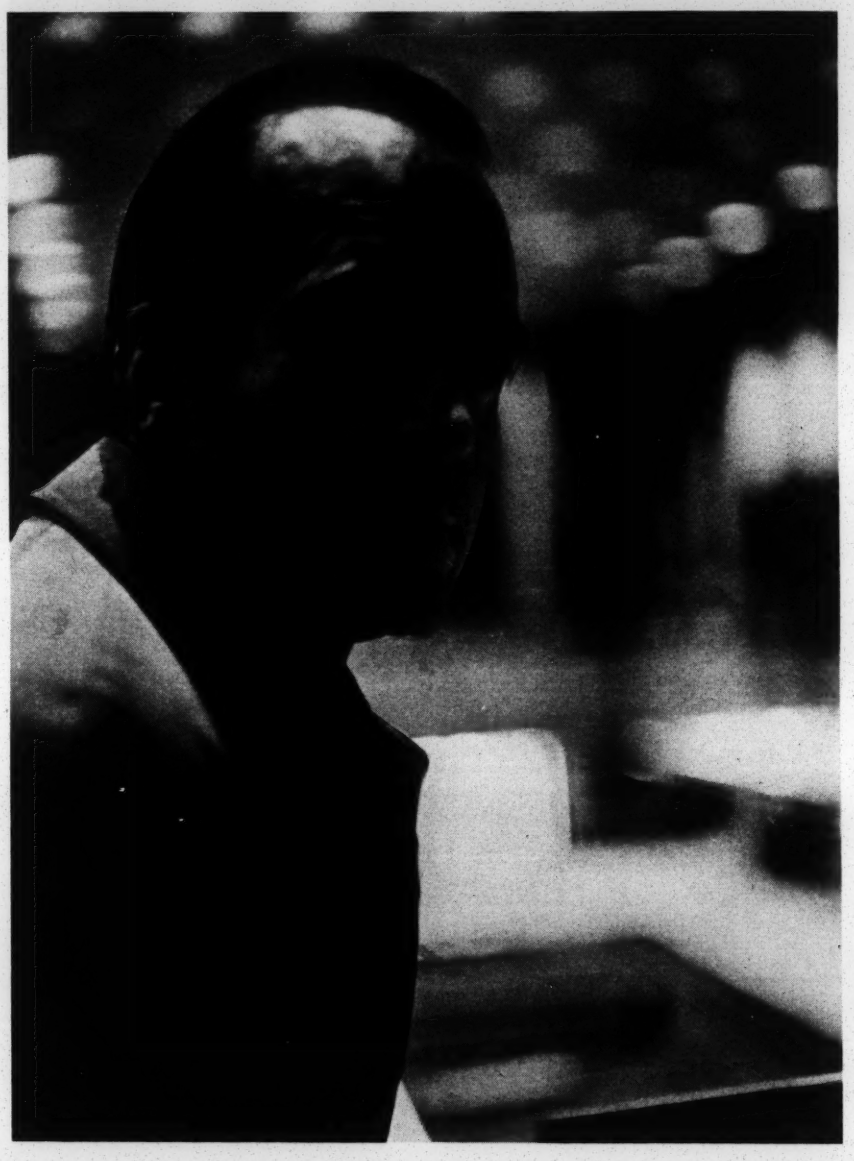
Atlanta has become a favorite "show and tell" subject for the nation's magazine journalists. Not all end up producing the grandiose *National Geographic* type article, but each visiting editor, writer, and photographer returns to share his impression of Atlanta with thousands or millions of readers.

Holiday Magazine sent first a feature editor to write a vignette on Peachtree Street. After viewing the street all the way from the Top-O'-Peachtree to Pershing Point, talking with those who work along its length and sampling the good life and food Peachtree can offer, he decided that *Holiday* was overdue a major feature on Atlanta.

Others come to see how we tackle the problems which plague all big cities to near frustration. Such was a writer from *U. S. News and World Report* who came to see if and how Atlanta would survive the financial problems of cities. His conclusions, after an escorted tour to visit the city's financial and political leaders, were that if any city can find a way to lick the problem, Atlanta will show the way.

Often the subject is on the prettier side. The Editor of *Interior Design* recently visited Atlanta looking for beautiful interiors. Visits to the Memorial Arts Center, the Governor's Mansion, and the Midnight Sun restaurant left him in a mood to have an Atlanta issue in the fall.

Sherman Emery, Editor, Interior Design Magazine was in Atlanta on March 3rd preparing a feature on Atlanta interiors.



National Advertising

With the accumulated years of national advertising experience during the years of the sixties behind us, the Forward Atlanta ads continue as the most distinctive of the major community advertising programs apperaing in national publications. Or at least we are told that frequently by the visiting delegations from other U. S. cities—and we tend to believe them. We're flattered that our format, illustrations and copy approach have been widely copied by several of the competing cities, and the creative people at our agency are determined to stay a jump or two ahead of imitators who borrow the Atlanta look.

Advertising Committee Chairman Al Richardson and his group of volunteer advertising professionals have so far put together five ads covering the general topics of finance; the city's accessibility to the rest of the U. S.; Atlanta a national city; a headquarters city (regional or national); and one based on the Fortune 500 firms count for Atlanta.

(Continued from page 3)

$59.7 million worth of Urban Renewal improvements to start this year.

Something of a symbol, the shopping center will be a rallying point for revitalizing the business district, and stimulating trade from a large area beyond West End.

The West End branch of Sears, Roebuck and Co. has been for years the pace-setter among all Sears Atlanta stores. Sales figures continue to climb.

Officials of the Sears store have been among the hardest workers toward realization of the shopping center dream, and they are predicting even higher sales records for the store once the shopping center gets going.

To preserve the residential nature of the area, the emphasis has been on rehabilitation. Some homes have had to be demolished, including a few of the stately old homes of another era, but most of the clearance has involved buildings in the last stages of decay and blight.

An estimated 1,200 structures eventually will be rehabilitated. Direct grants of federal funds–up to a maximum of $3,000 each–have been made to 127 residents, totaling $197,705 in improvements. Some 338 other individuals are eligible for grants.

The impact of these efforts is dramatic. In some areas, entire blocks of homes show sparkling, fresh-paint exteriors, and visitors can visualize similar results within.

In West End, the local involvement in urban renewal centers around a house at 662 Peeples Street, S. W., converted into a functional office building. This is the West End Project Office, headquarters for Project Director Wilson McClure and a staff of 16. Here the mechanics of Urban Renewal take place, innovations are born or tried out, complaints are registered, and all kinds of information is passed along while it's still news.

If West End could have one wish come true, it probably would be this: To be able to convince more private developers of the real potential of the area and to get some developers to take advantage of the opportunity. There is room for a variety of developments, including apartments, and residents believe the developer who casts his lot with West End will be glad he did.

(Continued from page 1)

motor freight, air cargo transport and the new C-5A are all in Atlanta.

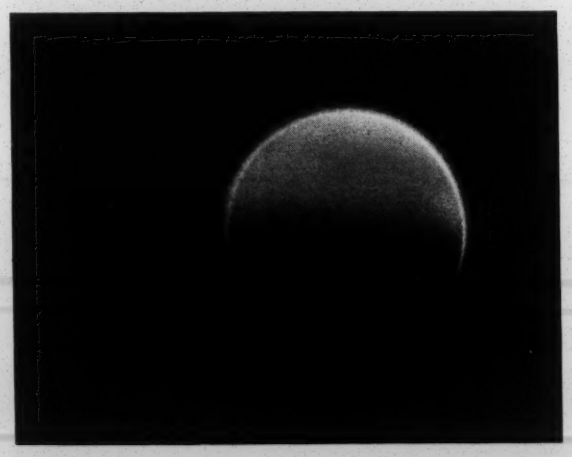
Does Atlanta have varied communications service? To name a few types, Atlanta has Southern Bell Telephone and Telegraph headquarters, national TV network offices, plus advertising agencies, marketing agencies, news media, national magazine offices. Whatever a company wants to communicate, in whichever media, Atlanta is well-equipped to handle it.

Does Atlanta have good leadership? Atlanta takes seriously the role that government can play in providing a better environment for its citizens, and a stable climate for business. Mayor Ivan Allen, Jr. is the latest in Atlanta's line of enlightened mayors.

Is Atlanta a good place to live? If you like sports . . . there are four major league teams. And an $18 million stadium. And if you appreciate the arts, you can go to the new Memorial Arts Center to see a play, or a ballet, or an art exhibit, or hear an opera, or the Atlanta Symphony Orchestra. And for night life, there are supper clubs, discotheques, and good restaurants. And for those who make their own fun, there are parks, lakes, and golf courses in every direction. Home can be atop a high rise apartment, a wooded residential area, or quite literally, in the country.

But the book, and these facts are only an introduction. The executive is invited to investigate first hand this new kind of headquarters city. To ask questions. To probe. To consider . . . and hopefully to move here in the near future.

Copies may be purchased at $3.00 each by calling Linda Holley in the Economic Development Department.



Business Briefs

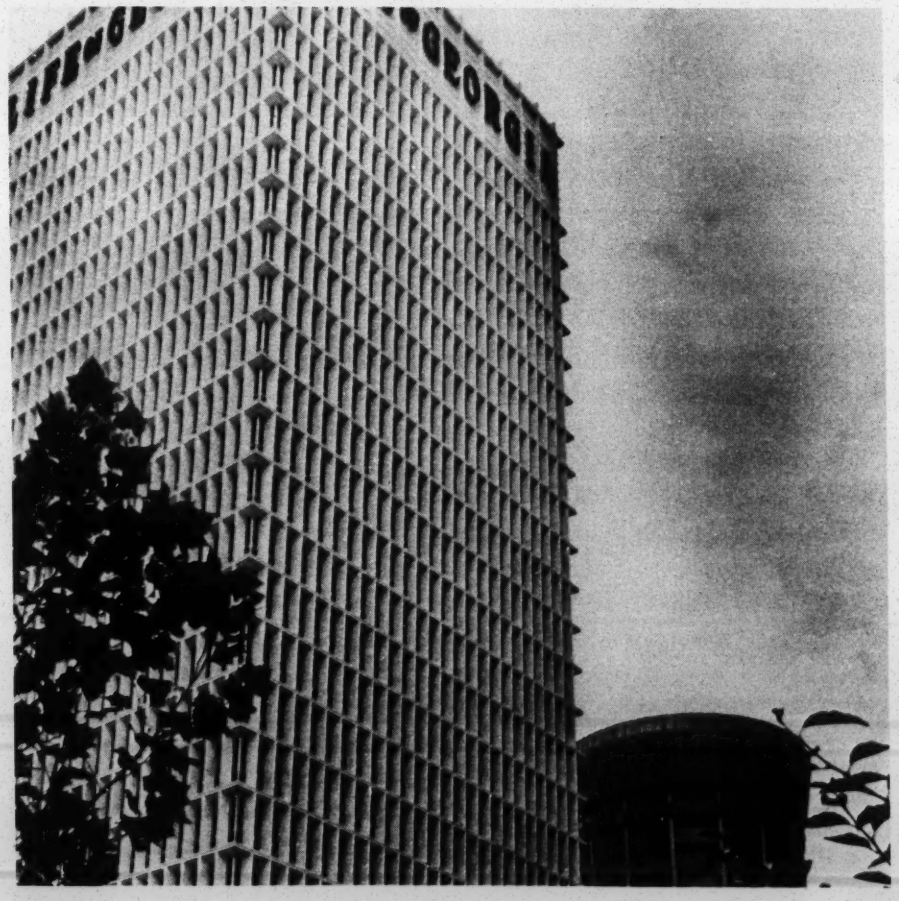
A recent tabulation of the present Fortune 500 list shows 440 with one or more operations in the Atlanta area. This is a gain of 19 over the previous year . . .

Interesting item from the 1946 H. W. Lockner Highway and Transportation Plan estimating that "Metropolitan Atlanta's population will reach the three-quarter million mark by 1970". Who would have predicted the actual total would be very close to twice that figure!? . . . .

Engineering News-Record recently quoted figures compiled by the American Appraisal Co. of Milwaukee relative to 10 building cost indices (counting US average 1926-'29-100). Sample readings for Dec. 1968: US average for brick residences, 405.9; comparative Atlanta figure, 345.0; US average for commercial and factory bldgs., brick and concrete, 457.6; comparative Atlanta figure 375.9. Of the 21 cities covered, four were the Southern cities of Atlanta, Birmingham, Dallas and New Orleans. Birmingham's figures were slightly lower than Atlanta's in 9 of the 10 categories; Atlanta and Dallas were virtually the same, each recording the slightly lower figure in 5 of the 10 categories. All the New Orleans totals were higher than Atlanta's, but cost figures for the metropolitan centers in other regions were considerably higher than those in the four Southern cities . . . .

A delegation of four executives from Quincy, Illinois called on the Chamber staff last week, bringing to 137 cities the number of such groups coming here to study our Forward Atlanta Program since its inception . . . .

Office Space Study Available in May



From 1960 through 1968, Metropolitan Atlanta recorded a net employment increase of 182,950 persons. A high percentage of these now work in the 101 major office buildings completed during this same period.

The Chamber's development staff spends time each day helping people find office space in the Atlanta area. Some choose Atlanta as a convenient base to serve the rapidly growing Southeastern U. S. markets, and an endless complex of new data processing, professional, and technical services is attracting many others.

To fill an increasing demand for information, copy is being prepared for a new volume entitled "Office Space in the Atlanta Area", which will include three maps locating office buildings downtown, on Peachtree Road, and on Interstate Highways. A recent study covering the 19 suburban office parks (March *ATLANTA Magazine*) will also be included, with locations shown on the maps. Publication is planned for the month of May.

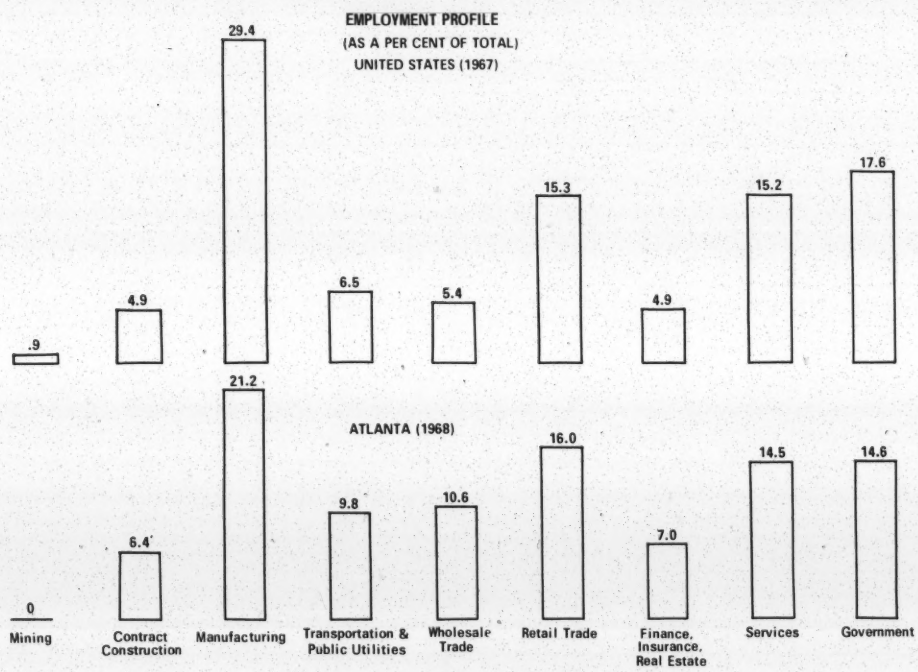
Jobs

The Atlanta Regional Metropolitan Planning Commission in its Population and Economy Report Number One, "Atlanta Silhouettes," published in January 1962, analyzed Atlanta's regional character and compared 1960 employment in major categories with other cities and the U.S.

The report stated that, "In general, the employment profiles of the inland regional center are much more like that of the United States as a whole than are the profiles of the resort, port or factory communities. A greater proportion of employment in regional centers is concentrated in the finance-insurance-real estate, transportation-communications-utilities, and wholesale trade industries than in the country as a whole. A lesser share of their employment is in manufacturing."

Since ARMPC issued its report, Atlanta has added 182,950 new jobs, an increase of almost 50 percent.

The chart below shows a comparison of Atlanta's 1968 employment in each major segment of the economy expressed as a percent of total.



Source: U. S. and Georgia Departments of Labor

Atlanta.. Data Processing Study Underway

Among the many inquiries received by the Chamber from manufacturing firms, distributors, and other businesses are those concerning the extent and capabilities of the electronic data processing (EDP) industry in Metro Atlanta. To facilitate the gathering of accurate and comprehensive information, a survey has been launched by the Economic Development and Research Departments with the help of the Industrial Development Division of Georgia Tech.

Approximately 400 questionnaires were mailed to two major groups. Group A consisted of computer manufacturers, EDP programmers, software, service, supply, and maintenance companies. Atlanta area companies who could utilize EDP in their operations received form B.

The Chamber will publish a brochure from the information which will document the area's data processing resources and potentials. The brochure will be available in early summer, 1969, to all who could benefit from the information.

In the event that a reader of the newsletter qualifies in one of the two groups mentioned above and has not received a form, please contact H. Harold Carter at the Atlanta Chamber (521-0845). Any who have received the form and have not returned it are encouraged to do so as the validity of the survey will depend upon the response from the industry.

Senator Russell Guest Speaker

Senator Richard B. Russell, Georgia's senior senator and president pro tempore of the Senate, was guest speaker and featured panelist at a business-government luncheon on the day after Easter in Atlanta.

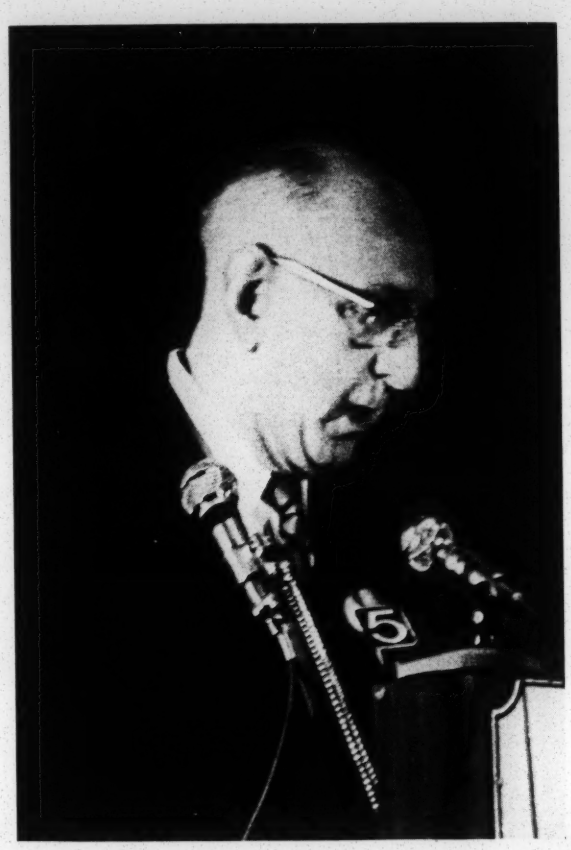
Senator Russell spoke briefly, then answered questions from the audience for almost an hour in a spirited dialogue with the capacity crowd which asked its questions through a panel of presidents from the eight sponsoring metropolitan area Chambers of Commerce.

Terming inflation America's most pressing domestic issue, Russell predicted the extension for another year of the ten percent income tax surcharge, but expressed the hope that the Congress would require cuts in federal spending as the price of extending the surtax.

"We can't launch a full-scale attack on our domestic problems while we are entangled in the Vietnam conflict," he said.

Asked how he would end the Vietnam war, Russell replied, "I would begin with an ultimatum. If the North Vietnamese want to talk peace, we will listen, but otherwise, we should give notice that the United States will use all conventional weapons available to us to end the conflict."

The Russell business-government luncheon was sponsored by the Atlanta Metropolitan Area Council of Chambers of Commerce, and was the first such function to be sponsored jointly by the group which includes the Atlanta Chamber of Commerce, The Atlanta Women's Chamber, the Clayton Chamber, Cobb Chamber, DeKalb Chamber, Gwinnett Chamber, the Hapeville Chamber and the South Fulton Chamber of Commerce.



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5 FORSYTH ST., N.W.
ATLANTA, GA. 30303

Rural

PLANNING AND POLICIES

1968 - 1969

INTERNATIONAL INDEPENDENCE INSTITUTE

Incorporated

Exeter - New Hampshire

INDEPENDENCE FOR MEN EVERYWHERE

THRU ECONOMIC EDUCATION AND ITS

CREATIVE APPLICATION

INTERNATIONAL INDEPENDENCE INSTITUTE, Inc.

I. Purpose

The goal of the International Independence Institute (I.I.I.) is to help create in the underdeveloped, primarily rural, areas of the world conditions which will bring about a rejuvenation of economic and social life in non-urban locations.

To achieve this goal, the implementation of certain key ideas, primarily involving creative uses of economic instruments, will be sought through education.

The central concept behind the Institute is that concern for the individual, the family, and the community should be the first priority of those organizations dealing with the economic development of underdeveloped regions. Schemes based on the assumption that efficiency of production must take precedence over human values are bound to fail, because they do not get to the heart of the human problems or the population problem.

The urban areas of the world are incapable of indefinitely absorbing an increasing number of people without also increasing unemployment, crime, water and air pollution, traffic and other already critical problems of urban life. Programs for rural renaissance are essential to help reverse the flow of migration to the cities.

The National Advisory Commission appointed by President Johnson to study economic conditions in rural America, headed by Gov. Edward Breathitt of Kentucky, reported in 1967 that

> "...urban riots have their roots in rural poverty, because a high proportion of the desperate people crowded into city slums are refugees from even worse rural slums... One person in eight is poor in the cities, but one in four in the countryside."

The Commission estimates that there are almost 14 million poor people in the rural United States.

II. Key Ideas

A. Credit, or the availability of credit, not technology, is the primary force in development.

Technology actually follows credit. Certain technologies will develop and others will wither, depending on the availability of credit. Development goes where credit goes. For example, the greatest development of modern technology, our military hardware, has been made possible only by money being constantly made available for it. Military hardware and other large scale industrial technology is developed at the cost of not developing other intermediate technologies, which might be of direct value to the rural dweller and small farmer in the underdeveloped areas of the world.

The rural poor, in the South American Pampas or the cotton fields of Alabama, are forced to suffer the burdens of a vast technology which at once deprives them of their meager livelihood, while offering its benefits only to those who can afford them.

B. The world can best be divided into developed and underdeveloped areas, not into developed and underdeveloped countries.

Nearly every country has its ultramodern cities and its backward, rural areas. Again and again it has been witnessed that in underdeveloped areas, credit is not available to the small producer except at exorbitant rates of interest. Some producers pay as high as 80%, 100%, or more, even in the rural areas of the Southern United States where State laws allegedly prohibit such usurious rates. There racism contributes by preventing Negro small producers from operating at their potential levels of efficiency. Neither the Farm Home Administration nor the Rural Extension Service of the Department of Agriculture serve the really small farmer effectively, nor does either agency serve the Negro farmer adequately.

C. Short-term loans to small producers constitute a sound and reasonable investment, as has been indicated by many studies in the field, such as those conducted on a worldwide basis by the FAO. (*)

Such capital is usually not available - except at exorbitant interest rates - not only because of racial prejudice, but also because of the inherent difficulty and cost of making relatively small short-term loans, rather than large, long-term ones. This is a very important problem, but one which the Institute believes can be overcome through the availability of trained credit supervision specialists and field workers.

(*) Simon Williams, Harvard Business Review, Nov./Dec. 1966: "Experience in many countries with directed and supervised credit is proving that small farmers will repay loans promptly and fully, and that in the great majority of cases, no other security than trust, and potential for increased production and income is required to insure repayment of loans by small farmers."

D. Credit, when made available to small farmers and producers, must be carefully supervised.

Investments should be made in the light of plans which have been developed in accordance with the generally accepted principles of community development. Decentralization of decision-making and local planning are an essential part of the creation of rural renaissance. The involvement of low income families in the process of initiating plans for the development of their own institutions is the essence of rural revitalization. Emphasis, therefore, should be placed on the development of cooperatives, credit unions, land trusts, etc., where democratic participation and values can grow. Intermediate technologies such as those advocated by the British economist E.F. Schumacher hold the most hope for the small producer, who must begin to improve his methods---starting where he is, building one step at a time.

E. Land ownership and control must lie in local hands.

Land reform is essential in many of the underdeveloped areas of the world. But where land reform has taken place, when it was not accompanied by the availability of production credit to farmers, the farmers had to re-mortgage their land to obtain fertilizer and seed, and thus have again become dependent upon their former landlords. By contrast, in Japan, where land reform after World War II was accompanied by an increase in available credit, small producers using supervised credit have given evidence of the success that might be realized elsewhere.

F. Gifts or grants of assistance (domestic or foreign) for purposes of development are inadequate, because they forestall the growth of the infrastructures necessary for permanent economic independence.

In other words, not only does outright charity have a debilitating effect upon the dignity and morale of its recipients, but it serves only as a palliative, and can have little effect upon the essential re-structuring of economic relationships.

III. Role and Functions of the Institute

Although significant private capital resources exist, both in the developed areas and even in the underdeveloped ones, these resources have not been channelled into the kind of programs needed to achieve rural renaissance, primarily because the human resources necessary have not been available. The Institute proposes to make funding programs possible by providing the trained supervisors and field-workers that are essential.

The major function of the Institute is to assist in establishing field training programs on the local level for the benefit of individuals involved in rural renaissance projects. For example, working with universities and colleges, the Institute plans a curriculum for training regional field organizers who, in turn, participate in setting up permanent regional institutes for the training of local personnel.

The Institute does basic research necessary to carry out the key ideas. In this connection, it has worked with lawyers, economists, bankers, voluntary agencies, church and mission organizations and many others.

Among other functions of the Institute are the following:

1) Public education concerning the key ideas underlying rural renaissance and the progress that has been made toward their implementation in programs of various types in all sections of the world.

2) Providing encouragement and assistance in the establishment of pilot programs.

3) Publishing a regular Bulletin; theoretical, background and research papers.

4) Establishing and maintaining a reference library.

5) Sponsoring conferences relating to the revitalization of non-urban living.

6) Identifying new opportunities for field programs and referral to the proper organizations for their consideration.

IV. Immediate Objectives

Root causes of urban crises are not in the U.S. cities---but in the rural South. A multiplicity of agencies, public and private, are dealing with the problem in the cities. Insufficient activity is directed at the rural roots of this massive problem, which will affect American life everywhere.

The Institute is currently concentrating its activities in the establishment of pilot projects in the U.S. South which will provide viable tests of creative new economic methods.

Dealing with the urban problems, while essential, is nontheless treating only symptoms. It is the Institute's policy to bring all its energies and abilities to bear on imaginatively but practically attacking the causes of the nation's present crisis.

V. Experience

A successful project creatively utilizing economic techniques in which the Institute played a key role is the highly publicised Southwest Alabama Farmers Cooperative Association (SWAFCA).

A report prepared for the Federal Government describes SWAFCA:

"SWAFCA is a cooperative of poor farmers, mostly Negro, in ten counties of the Alabama "black belt" (Lowndes, Dallas, Perry, Hale, Green, Sumter, Marengo, Choctaw, Wilcox and Monroe). The average family income of its members is less than $1,500 a year.

"SWAFCA was formed towards the end of 1966, as a desperate response to the economic and social forces that have driven many poor farmers out of the area in a disastrous migration to urban slums (around 20% during a recent five year period alone). These forces are all too familiar throughout the South: a backward one-crop agriculture, preserved into modern times by the abuses of debt peonage, absentee landlordism and share cropping; a class of poorly-educated small farmers, pressed by forces they have not been taught to comprehend; the economic upheaval caused by competition from more progressive parts of the country (e.g. Western cotton growers), and compounded by the side effects of cotton acreage restrictions.

"Large farmers have been able to increase yields almost as fast as acreage was cut; poor farmers have not had the skill, access to technical advice, working capital and equipment to follow suit. Nor do poor farmers have enough land or equipment to engage in extensive agriculture. Nor - until the advent of SWAFCA - did they have any practical means to diversify into other intensive crops. And if they had, there would not have been markets available to them. So poor farmers were gradually squeezed off their land, or off land they had share-cropped for generations, or off plantations they had served for wages since the days of slavery.

"Encouraged by a small group of civil rights "agitators", some of the poor Negroes of the "black belt" made one last effort to keep their rural homes. They formed the "Southwest Alabama Farmers' Cooperative Association", and began to try to put their idle land and labor into the growing of vegetables.

"Reprisals came quickly. Some of the farmers had been growing pickling cucumbers and Southern peas for Alabama processing plants; processors cut off their purchase from members of the cooperative. Fertilizer, previously bought from an all-white cooperative (*) mixing plant, became unavailable to Negroes. Lime trucks suddenly ceased to deliver lime to members of the cooperative. Truckers hired by SWAFCA were halted by police for alleged traffic violations, and a number became too frightened to continue to serve the cooperative. The local telephone company tried to charge $700 for the installation of a few telephones. A bitter campaign against SWAFCA was conducted by local political figures and information media. Many subtle and not-so-subtle pressures of the rural South were mobilized to discourage farmers from joining.

(*) The few original Negro members had been eliminated as soon as the cooperative paid off its initial capital loan from Federal Government sources.

"Despite these pressures, SWAFCA's members stood fast and more farmers joined. The price of cucumbers and Southern peas rose, for members and non-members alike (though non-members continued to complain of short-weighting and short-grading). New distant fresh markets were found for okra; previously the local market had been swamped whenever a few pickup truckloads were delivered.

"When important financial and moral support came from OEO, it began to be clear to all that SWAFCA was there to stay. The campaign against it has now died down, and there are even some signs of willingness of some parts of the "power structure" to cooperate."

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The Institute received the following letter from SWAFCA:

Mr. Robert Swann,
Field Director,
International Independence Institute
Voluntown, Conn.

Dear Mr. Swann,

We are writing to express our appreciation to the International Foundation for Independence. We are greatful for the help you have given the Southwest Alabama Farmers Co-op. Association.

Through our financial struggle, you helped us to purchase fertilizer and seed, making it possible to begin growing vegetable crops in this area of the South.

In March 1967, we contacted your organization for some financial assistance. On April 4, 1967, we received a check in the amount of $25,000.00 from the International Foundation for Independence. Through this assistance the Co-Op was able to purchase seed and fertilizer for the farmers until their crops are sold.

The Southwest Alabama Farmers Cooperative Association consist of the following ten (10) counties: Lowndes, Hale, Dallas, Greene, Marengo, Sumter, Perry, Choctaw, Wilcox and Monroe. In these ten counties, we have some of the poorest people in this nation. They are poor mainly because the system is so designed to keep them in an impoverished condition.

The International Foundation for Independence came to the rescue of 600 organizing farmers. To explain in detail, we were able with your assistance, to let the farmers from this ten county area have 600 tons of fertilizer, and 6 tons of seed. In Greene county alone we credit the farmers $2,500. In Dallas county, $7,500, and in Perry county $5,600. This is just to point out a few of the counties we were able to assist.

One main point I would like to bring to your mind: the cooperative have saved the farmers as much as $10.00 per ton on their fertilizer this year. The farmers have also purchased seed at a lower price. The poor people for the first time in the history of the Black Belt of Alabama have

(Letter from SWAFCA - cont'd)

been able to purchase their fertilizer and seed together. This gave them one or two advantages they had never experienced before.
1. It gave the farmers an opportunity to manage their own operation, and make decisions. The main thing has been the education aspect of the project. These people are beginning to understand the marketing process and the advantages of doing business through a cooperative venture. They have also developed a tie that brings them closer together and the realization of one anothers problems.

Again we are expressing our gratitude to you and the organization which you represent. If we had not secured your aid and assistance 600 farmers in the State of Alabama would have been without fertilizer or seed to plant a crop.

These 600 farmers affect the lives of many more people. Each of these farmers have families ranging from 5 to 12 in each family. The work of the International Foundation for Independence is one that cannot be overlooked when it comes to shaping this true American way that is set out for the people that survive in this country.

We hope for the International Foundation for Independence a long life in helping to bring out the true philosophy of the founding fathers of this country.

Sincerely yours,

/s/ Joe Johnson, Pres.

/s/ Lewis Black, Coordinator
Southwest Ala. Farmers
Cooperative Association

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(Note: Mr. Shimon Gottschalk, member of the Board of Directors of the I.I.I., and planning director of the Rhose Island Council on Community Services, made a visit in August, 1967, to Southwest Alabama, and at the suggestion of SWAFCA board members made a number of suggestions to help strengthen the SWAFCA organization.)

VI. Projects in Progress

A. At present the Institute is working on the design of a Land Trust program for the U.S. South, which, if successful, could become the equivalent in importance of the Jewish National Fund in the development of Israel.

Drawing on the experience of the Institute's members, such as Dr. Ralph Borsodi who designed such a Trust in Suffern, New York, and in consultation with members of the Jewish National Fund, as well as legal consultation with several lawyers, including the firm of Delson & Gordon, New York, designers of the Mutual Real Estate Investment Trust, the Institute is developing a specific plan for 900 acres of farm land in Southwest Alabama. Unlike the Jewish National Fund, which has relied entirely on donations, the Institute's Land Trust Plan is designed to attract both donations and investments. Once established, the usefulness of such a plan would, similarly to the Jewish National Fund, include the following features:

1) insure that those who actually work the soil remain on the soil if they wish, and cannot be dispossessed or cast into any form of debt peonage through a system of mortgage or credit strangulation.

2) land speculation which forces up land values and all other prices without returning any value to the community, can be ended or at least strongly inhibited.

3) create an ongoing experienced body or legal entity (Land Trust) which can act as a channel for both donations and investment funds now and in the future as more land becomes available for those without land. It could also act as receiver of land for redistribution should the Federal Government be persuaded to seriously entertain a land reform.

This program originated in part as a result of the SWAFCA program. Individuals and organizations involved in helping set up this program in the South include: Lewis Black, Rural Advancement Project of the Alabama Council on Human Relations; Mildred Black of the Southern Cooperative Development Program; Donald Jelinek, Southern Rural Research Project; Albert Turner, Southern Christian Leadership Conference; James Wood, Southern Regional Council; Connie Curry and Winnifred Green, American Friends Service Committee.

B. Closely related to this program for a Land Trust is a program for low-cost self-help housing in the rural South. Acting on a consulting basis with the National Sharecroppers Fund, Robert Swann, of the Institute, and Tom Karter, formerly head of Title III (OEO), have developed an initial prospectus for Rural Housing Development Corporations in the Rural South.

Building on the experience gained (and now coordinated by the International Self-Help Housing Association) throughout the world in self-help housing, this program is aimed primarily at creating a new approach and, hopefully, a breakthrough in financing self-help housing. It is aimed at the problem created by the fact that at the present time virtually the only agencies involved in financing low-cost housing are the OEO and FHA (Farm Home Adm.) . However, the poor are caught in the squeeze between the OEO's mandate to "furnish technical assistance only to self-help programs that have the assurance of mortgage financing before construction--in other words,

to families who are likely to be eligible for loans from FHA or other mortgage sources", and FHA's requirements which are usually too high to reach the rural poor.

A full prospectus on this will be available shortly and will be sent on request.

VII. Plan of Action

A specific goal for 1968 is the establishment of three Land trusts.

Locations in which preliminary work is underway are Berks County, Georgia; the area surrounding Albany, Georgia; and Sumter County, Alabama.

Associates and personnel of the Institute have made a close study of both the successes and failures, here and abroad, of past projects,---- and some had personal experiences with them----such as the Gramdan Movement in India; the Jewish National Fund in the U.S.A. and Israel; the School of Living in Suffern, New York; and the Quaker community in Bryn Gweled, Pennsylvania. These experiences are providing sound guidance for the organization of Land Trusts.

To add to the fund of knowledge required for the projects, and to provide contacts in the local communities, the Institute is working closely with such organizations as the Southern Regional Council, the National Sharecroppers Fund and its Rural Advancement Program, and the Southern Federation of Cooperatives.

In developing Land Trusts, the Institute acts as catalyst in the organizational and supervisory functions. These functions include, although they are not necessarily to be performed by the Institute: finding and procuring land, making feasibility studies, enlisting and screening families, designing and constructing housing and construction supervision, ascertaining sources of financing, and in general supervising the establishment of a viable organizational structure for the Trusts. Local desires and conditions are being given priority consideration.

Rural poverty presents a paradox to the sharecropper and landless farmer in the South where the rich soil around him represents the potential for an adequate livelihood, but which is denied him because the land and the means of production are unavailable to him. The successful establishment of three Trusts this year will provide a pattern of operation which will enable the Institute to accelerate activities in future years.

VIII. Operations

International Independence Institute is chartered by the State of New Hampshire as a non-profit educational corporation. The Internal Revenue Service has granted it tax deductible status under section 170, 2106, 2205, and 2522 of the Internal Revenue Code.

For headquarters, I.I.I.'s choice has fallen on Exeter, N.H., where, as a coordinating center, research can be carried on in proximity to the Greater Boston, New England, and New York-Northeastern university complexes. Meetings of its directors, and conferences and seminars with advisors and field personnel will benefit from the educational atmosphere created for the town by the Phillips Exeter Academy.

While the I.I.I. headquarters serves as a support base, the field personnel spend most of their time in the rural South.

Board of Directors

Stanley Andrews	Alamo, Texas	farmer; first director of US overseas aid programs
Ed Cohen	Princeton, N.J.	Dept. of Education, State of New Jersey
Richard Dewey	Durham, N.H.	professor of sociology, University of New Hampshire
Shimon Gottschalk	Providence, R.I.	planning director of R.I. Council of Community Services
Miriam Jackson	Epping, N.H.	public relations
Gordon Lameyer	Exeter, N.H.	educator
Devi Prasad	Enfield, Middlesex, England	executive secretary, War Resistors International
Jean Rau	Stratham, N.H.	geologist
Porter Sargent	Boston, Mass.	publisher
Robert Swann	Voluntown, Conn.	architect and builder
Jerry Voorhis	Chicago, Ill	former congressman; retired executive director Cooperative League of U.S.A.

Staff

Field Director:	Robert Swann
Field Representatives:	Al Ulmer - Vilas, N.C.
	John Lewis - Atlanta, Ga.
Research Director:	Ralph Borsodi, economist
Community Planner:	Richard Dewey, Ph.D., sociologist
Social Planner:	Shimon Gottschalk, MSW
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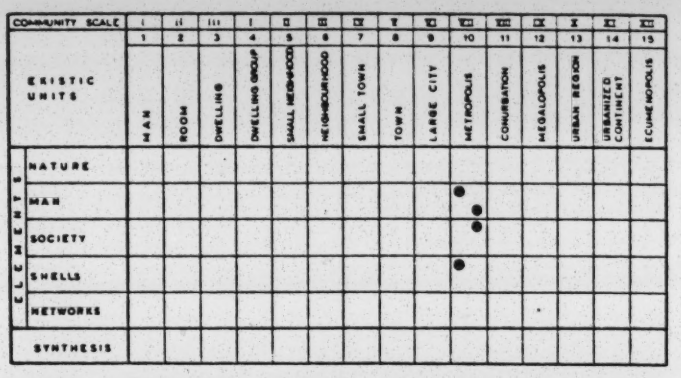

Des Wilson

THE SOCIAL AIMS OF PLANNING

Mr. Des Wilson, Director of SHELTER, gave this address at the London Conference of the Town Planning Institute of Britain, May 15, 1969. It was first published in the *Journal of The Town Planning Institute*, Vol. 55, No. 7, July-August 1969.

Planning and Poverty

My concern is primarily with the urban poor—the people who are forced to chew on the rotten core of our cities. Because poverty in an affluent society is relative deprivation and the homeless are also the slum dwellers, I am desperately concerned with what is happening to the twilight zones of our cities today, and what others are or are not planning to do with them tomorrow.

The city is many things—it is a commercial centre, an industrial centre, a cultural centre, an educational centre, a recreational centre, and a residential centre. But in our competitive society, it is also the battlefield. And just as you will find on the fringe of a battlefield its hospitals and its burial grounds, so you will find in all of our cities there are corners apparently reserved for the economic losers and the socially dead. Because planners control many of the levers of change, it is within their power either to be the undertakers or the architects of their revival or survival.

Thus, I believe the alleviation of poverty and all that is related to it is not only relevant to the planner, but should be his central concern. I believe the planner should not be a dispassionate and detached assessor, but rather an advocate himself. He should not be waiting to be persuaded that he should plan not just to meet poverty, but to overcome it; he should be doing the persuading.

Planning, like politics, seems to be for the consensus. One sometimes gets the impression that planners deny the existence of the poor because the poor could not afford what the planners want to plan. The middle class—the new élite in our society—get planning for people; the rest get planning for the proletariat. The poor must either live in grim isolation on soulless, friendless estates on the fringes of our societies, or walled off in squalor and slums in the centre. The lower income group cannot be blamed if they dread our cities in the year 2,000—cities full of strangers, centres of alienation, with housing estates like social deserts, breeding drinking and violence, or slums 20 or 30 storeys high, dangerous and more squalid than anything that went before.

You may think this is extremist, or alarmist. Maybe so. But this is the way they see it, and you would do well to remember that you will be effectively serving the poor not when you think you are, but when they think you are.

What, then, should be the social aims of the planner—to plan for real equality of opportunity for everybody; to seek a reasonable degree of satisfaction of life for everybody, instead of the greatest happiness for the greatest number; to identify with the poor, with the minorities in our society, and in integrating them fairly into our society, to achieve a genuine improvement in the quality of our life, and not a superficial one. An affluent society with poverty is superficially wealthy; a society that demands of or comes to expect of its planners a campaign of action and ideas to achieve equality of opportunity both through the environment and in other ways for everybody is both wealthy and healthy. Because permanence is built into poverty, and poverty is to a great degree self-perpetuating, apathy or inertia in the face of its existence today will guarantee its existence tomorrow. In the face of poverty, apathy and inertia, accommodation or

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toleration, are negative forces in themselves.

Ministry of Social Security figures in 1966 revealed that some ½ million families, involving well over 1 million children, were living below the poverty line. Previous to that, the most recent White Paper on housing revealed that 3 million families in Britain still live in slums, near slums, or in grossly overcrowded conditions. 1·8 million occupied houses in our country are unfit for human habitation. The number of people in hostels for the homeless today is around eighteen and a half thousand.

The number of children 'in care' for no other reason than that they come from unsatisfactory housing conditions is now over 4,000. The number of families queueing up for a council home in London alone has gone up in the past 2 years from 150,000 to 170,000.

We could, of course argue, about how many of the people who exist within these figures are really poor, absolutely poor. Such a debate would be irrelevant. For poverty in any affluent society, is relative deprivation, and this is just as materially and socially crippling. Suffice to say that absolute poverty does exist and that whereas relative deprivation involves a comparison by the individual of his situation and that of other people, and also a comparison by the individual of his aspirations and his potential and the real opportunity he has to realize them, the victim of absolute poverty is totally engrossed with the struggle for survival.

No words of mine could be as eloquent as theirs.

One woman wrote:

It means breaking into your gas meter during the school holidays because you cannot afford to feed the children, and not being able to sleep at night wondering where you are going to find the money to put back before they come at the end of the month.

Another woman told *The Guardian:*

I goes to the butcher's shop with only three bob in my purse. I felt like a real prawn. There they all were buying their weekend joints. I asked for three pork strips, and told him I needed them for my neighbour's dog. I'm afraid I'm a proud woman and I don't like being poor.

This is absolute poverty, but I repeat: poverty is not merely a material thing. It is a psychological process. It deprives the individual not only of comfort but also of human dignity and fulfilment. It reduces choice, it saps the ability of the individual to be responsible, or to know what must be done, and it saps the will to take action. It has been called 'the complex interlocking set of circumstances, caused by and in turn reinforcing each other, that combine to keep the individual without money, without help, without work.'

I think that Coates and Silburn in their study of St Ann's in Nottingham wrote meaningfully and movingly on this subject. They argued that human personalities and appetites are socially formed, and that we must recognize that there is no easy escape from the given social environment in which people find themselves placed, and that with technological advance, what yesterday were luxuries become today's necessities.

They said:

While this argument is widely accepted, its implications are often ignored. Not only do people come to feel they need electric light, and think of candles as an inadequate substitute, but after a certain point has been passed their need for electric light can be so deeply registered in the fabric of their personalities that they come to feel it more powerfully than that for various other goods, which might be thought otherwise to be primary needs. It is most unhelpful to assume that it is simply an act of personal folly that produces the situation in which people go hungry in order to pay the television rental. Such responses commonly spring from deeply engrained social needs; it is only in the imaginary work of crude rationalism that men are motivated by primary belly-drives alone.

The more complex a society, the more diverse the needs it creates, the more possibility there is that people might risk malnutrition rather than fail to satisfy some socially engendered want.

Coates and Silburn concluded:

The kind of poverty we have been exploring in St. Ann's is not absolute, does not express itself in starvation or nakedness, but it does reveal its face in a whole network of assumptions and standards which add up to a veritable culture of the rejected, a half-world which links a whole neighbourhood, whether the people inhabiting it are themselves physically below an arbitrary standard set up by investigators or not. It is the world of the back end of the queue, of reach-me-down services and pawn shops, where happiness is felt to be achieved if tomorrow is not worse than today.

My own experience and that of SHELTER bears them out.

Poverty and the strain of living in slum housing and hopelessly overcrowded housing conditions turns mother against father, father against mother, parents against children, and children against parents until the whole family tears itself apart.

Poverty is need, but it is also bitterness, bewilderment, frustration, strain, tension, and a deeply rooted sense of hopelessness.

And there is no more crippling psychological disease than that of hopelessness: all of the qualities that might enable them to escape—energy, enthusiasm, idealism, expectation—all are based on hope. Where hope is gone, any potential will remain unfulfilled.

The Effect of a Slum Environment

One reason why a slum is self-perpetuating is because poverty and bad housing perpetuate inequality of opportunity. SHELTER in 1967 carried out a research project to establish the effect of a slum environment on the educational capacity of children. The report 'Back to School from a Holiday in the Slums' (1967), found that children from

slum districts are hopelessly handicapped. Childhood for them is a time of lost opportunity.

Teacher after teacher talked of chidren who lacked play space and the opportunity for experience, for seeing and learning new things.

They talked of children who were too tired to work at school because of overcrowded sleeping conditions.

They talked of frequent absenteeism, because of unhealthy housing.

In such conditions, it needs only one child to fall ill and the whole house goes down.

They talked of children so nervous and insecure because of the strain and tension of overcrowding, that they became neurotic, and could not concentrate for more than a minute at a time.

They talked of children moving from school to school as their parents sought a better home—one child had been to 8 different schools in one term.

They talked of their own desire, as teachers, to get out—one school in North Kensington began a term with a 100% new staff—what good to the children is that?

Perhaps saddest of all, they talked of children with a basic potential leaving school at 15 both because they could not keep up—no peaceful place to do their homework—and because they wanted to escape.

Without a decent schooling, they can't get a decent job, they can't earn a decent income; without a decent income, they can't afford to get decent housing; and so they end up back there where they began—trapped in a vicious circle.

In our indadequate attempts to solve the housing problem, we are seen to be perpetuating some of the worst repercussions of poverty. Not only do we undermine family life, for the home is the basis of family life, but we breed our social problems. There is a steadily growing pile of evidence to substantiate the claim that bad housing and overcrowding are the root causes of nearly all our other social problems.

Commenting on his Newcastle research, Gordon Cherry, now deputy head of the Center for Urban and Regional Studies in Birmingham, said:

> The relationship is inescapable: overcrowding may be positively correlated with virtually all aspects of social malaise in Newcastle, often in a most marked fashion.

An Island of Poverty

Martin Luther King said of the American negro:

> He lives isolated on a lonely island of poverty in an ocean of material prosperity.

The figures that I quoted earlier, and my own experience, convince me that there is a significant section of our people who are so isolated from the affluence and prosperity of the mass that they might just as well be living, too, on a lonely island for all that they share, and for all the opportunity given to them to share.

The social aim of planning should be to build the bridge between that island and the mainland.

The planner's concern should be to bring them over. To integrate them into our society, to give them fresh hope and opportunity. This is what they should be planning for. This should be the great idealistic aim of the planner, an aim that not only absorbs all his thinking, but dominates his action.

The Volunteer in Rehabilitation

I believe that the answer to our housing problem lies somewhere in the balance between new building and rehabilitation of existing houses and neighbourhoods.

Rehabilitation of communities, in that it will enable new building to genuinely increase the housing stock, in that it makes the best of what we already possess, in that it keeps people and neighbourhoods together, in that it offers unique opportunities for participation by people in improving their environment and way of life, is an exciting concept and one that I hope will be advanced. In particular, I hope others will appreciate the unique rôle that the volunteer can play in urban affairs in this respect. The volunteer has already achieved much in the field of voluntary housing. Perhaps his greatest achievements could lie ahead in the field of rehabilitation of neighbourhoods.

One of the great values of voluntary activity is that it can experiment. It is neither tied by red tape nor by the importance of retaining political power. It can afford to make mistakes. It can call for participation from an independent and relatively objective position in the community. It can ask people to take part who would be immune to appeals from either the authorities or the people on the ground. This is something planners should watch closely. For I believe that the planner should encourage the volunteer in urban affairs, and not to brush him aside. People should be encouraged to potter about in their cities, in the same way as they potter about in their gardens.

Planning with the Poor

And so, to sum up, one cannot see much hope for the urban poor unless the planner is prepared to identify himself with that poverty, and seek fresh ways of communicating with and working with both the underprivileged and the volunteers who are closest to them. The gap between all governmental levels and the individual families or communities—sometimes called 'the bureaucratic distance'—might possibly be bridged by closer working with the volunteer.

You cannot get too close to the poor. As one American planner said:

"If the democratic ideals of decentralized decision and individual choice are to be pursued concurrently with the officially defined community goals of health and welfare... extraordinary efforts must be made to bulwark the choosing process of the disadvantaged with vast amounts of technical information, political leverage and economic means, in particular, it may be necessary for the poor and disadvantaged to have their own planners.

Perhaps the greatest benefit to working with, rather than superficially for, the poor, is that one may come to concede that it is crazy to believe that the character of people can be changed by environment alone. It is by increasing opportunity and widening the area of choice that better environment will serve the poor and the homeless.

It is no good planning to change them. You can only plan for them as they are. This will be harder but it guarantees our society the full richness of human experience, and the variety of human approaches and responses that make the ideals that we jointly hold of community and neighbourhood worth having.

For all the need and misery and hopelessness that surround me, I am really an optimist: I believe the wealth of our society could be more evenly spread, that genuine opportunity could be made available to all, that poverty and squalor could be drastically reduced, and that this could all be brought about by a coalition of all levels of government, of all the professions, including planning, of all the volunteers and of all the people. I can think of few groups who can be more influential than the planners.

Planning General
Copy — AC, RMS, SA Copy to JW & RC
Copy — SA Original to EL

THE WALL STREET JOURNAL, TUESDAY, APRIL 7, 1970

Harvard Heresy: What Urban Crisis?

* * * * * * * * *

By ROBERT L. BARTLEY

With no little prescience, Harvard and MIT established their joint center for urban affairs way back in 1959. That same year, accordingly, Harvard also snapped up Edward C. Banfield, who had been showing the same prescience by staking out the academic field of urban government at the University of Chicago. Today, as Henry Lee Shattuck Professor of Urban Government at Harvard, Mr. Banfield clearly is one of the top few names in his chosen academic pecking order.

Political scientists and sociologists concentrating on urban affairs have all along tended to be icon-breakers, likely to come up with conclusions like "political machines are good for you." Or as Daniel P. Moynihan, on leave from the Harvard-MIT center as counselor to the President, put it, "The social sciences are in a very early stage of finding out that most of the things we thought were so aren't so."

The Bookshelf

So a careful observer has for a few years now been able to sense a storm brewing, as one supposes observers sensed the intellectual ferment that Martin Luther triggered into the Reformation. And so now the Wittenberg Theses come from Professor Banfield, in his new book, "The Unheavenly City."

A Lust for Virtue

The only urban crisis is the one in your head, Mr. Banfield concludes—or more specifically, the one in the head of the upper middle class. In fact, all measurements show the problems of our cities—poverty, poor housing, school dropouts, mistreatment of Negroes—are rapidly turning toward the better. The crisis results only because national expectations are rising so fast no conceivable progress could keep pace. Indeed, the more the problems dwindle the faster expectations rise, making progress itself self-defeating. The principal reasons for the unrealistic expectations lie in the psychic needs of the upper middle class, particularly the lust to prove itself virtuous.

Such heresy is only a start. As Professor Banfield reviews the statistics and case studies that social science has accumulated, he repeatedly finds himself challenging the most deeply held views of the American elite. The problems of the city trace themselves, as gendered and strengthened feelings of relative deprivation. This subjective effect may have more than offset whatever objective reduction occurred in income inequality."

Finally and most eloquently, on race: Racial prejudice obviously is the historical cause of the Negro's present disadvantage, and a morally disturbing amount of prejudice remains today. But the main disadvantage a black faces today is not prejudice, but "that he is the most recent unskilled, and hence relatively low-income, migrant to reach the city from a backward rural area. The city is not the end of his journey but the start of it. He came to it not because he was lured by a cruel and greedy master but because he was attracted by job, housing, school and other opportunities that, bad as they were, were nevertheless better by far than any he had known before. Like earlier immigrants, the Negro has reason to expect that his children will have increases of opportunities even greater than his."

Most of the statistical disparities between Negroes and whites are caused by factors other than current prejudice. A large factor in the differences in median family income, for example, is that a disproportionate number of blacks live in the rural South, where incomes are lower for everyone. Yet current prejudice is commonly stressed as the single cause of such disparities, an emphasis that leads both to self-defeating "solutions" and to crippling hysteria.

Prejudice is emphasized because black leaders obviously must focus on discrimination so long as any of it remains at all. "Whites, too, will find prejudice a peculiarly satisfying explanation for the troubles of the Negro." Mr. Banfield continues, "it is characteristic of upper- and middle-class culture not only to try to improve oneself and one's society but also to blame oneself for not doing more and succeeding better."

In each of these cases, the upper middle class is pursuing its wholly worthy ideal of moral and social improvement. Yet this apparent altruism is not without its self-serving aspects. "One recalls Macaulay's remark about the attitude of the English Puritans toward bear-baiting: That they opposed it not for the suffering it caused the bear but for the pleasure that it gave the spectators. Perhaps it is not far-fetched to say that the present-day outlook is similar: The reformer wants to improve the situation of the poor, the black, the slum dweller, and so on, not so much to good many people will conclude that if American society cannot live up to the ever-escalating ideals of the morally concerned, that society is simply not worth keeping. Despite the ills that are ticked off under the rubric of the urban crisis, "no disaster impends unless it be one that results from public misconceptions that are in the nature of self-fulfilling prophecies."

Now, Mr. Banfield also concludes that not much can be done to change this state of affairs. He thinks the current ferment in the social sciences will lead both to more educated policy planners and to a change in the conventional wisdom. But clearly Americans are not likely, no matter what political party is in power, to repeal such laws as those on school attendance. And it is, after all, pretty fatuous to exhort the upper middle class to go out and get itself some moral realism.

Even so, the current "urban crisis" is not merely the general product of a growing middle class but the specific product of the 1960s. It was the rhetoric about "wars" on poverty and about "two societies" and the rest that brought to boil whatever underlying tendencies are also responsible. Even if Professor Banfield is right that the current proclivities of our best citizens cannot be changed, if the hyperbole could be restrained those proclivities could be controlled at least well enough that the prophecies of disaster need not be self-fulfilling.

Correctives at Work?

Some of us—a few of us—have a sense that certain correctives are already at work. Whatever its progress toward ever higher social class, the American public has become fed up with hyperbole. On balance, the American-society-stinks themes now generate political opposition. Certain politicians are awkwardly but clearly relearning how to use affirmation as a tool for generating support. In this may be the makings of the political era that succeeds the New Deal one.

The most prestigious class—the Establishment, if you must—obviously remains devoted to hyperbole. But in the long run it would not be surprising if the elite, like the Supreme Court, follows the election returns. "The Unheavenly City" is particularly intriguing in this respect. No doubt many in the upper middle class will try to dismiss it as the work of an ill-tempered old fogey. Yet Professor Banfield comes from Harvard and speaks the language of social science; the

are rapidly turning toward the better. The crisis results only because national expectations are rising so fast no conceivable progress could keep pace. Indeed, the more the problems dwindle the faster expectations rise, making progress itself self-defeating. The principal reasons for the unrealistic expectations lie in the psychic needs of the upper middle class, particularly the lust to prove itself virtuous.

Such heresy is only a start. As Professor Banfield reviews the statistics and case studies that social science has accumulated, he repeatedly finds himself challenging the most deeply held views of the American elite. The problems of the city trace themselves, as he says, not to the vices of American character but to its virtues. No brief review could take account of the data and social theory that sustain his conclusions, but time and again he finds that the biases of the upper middle class either cause or vastly compound the problem:

On education: "The boy who knows that he has learned nothing since the eighth grade but that he must nevertheless sit in boredom, frustration, and embarrassment until he is sixteen or seventeen (in a few states, eighteen) when finally he will be labeled a 'dropout,' must be profoundly disaffected by the experience. He senses that the school authorities and the whole apparatus of middle- and upper-class opinion that confine him there neither understand nor even care about the most palpable realities of his situation: That he will very likely work with his hands all his life, that he is not learning anything, that for such work he would not be helped by learning any more, and that one who works with his hands had better start early because he will be 'old' by the time he is forty."

The Crime Picture

On crime: The most obvious and most important reason for higher crime in central cities is an increasing proportion of the lower-class youths historically prone to lawbreaking. Another factor, though, is that the upper middle class, in an attempt to "educate" others into its own internally based morality, has systematically attacked and belittled the external moral authority on which obedience to the law has usually depended. Also, if criminals are poor and/or black, public opinion decrees that they "have kind of a quasi right to have their offenses against the law extenuated or even to have them regarded as political acts reflecting a morality 'higher' than obedience to the law."

On poverty: For some persons poverty is a symptom and not a cause of the distress, which is actually that they are incapable of making provision for anything beyond the immediate moment. But for many, possibly most, below the "poverty line" the problem is not really one of hardship judged by an absolute standard. Some 40% of them own cars, and nearly all own television sets, for example. Yet rhetoric emanating from the middle-class had made them *feel* hardship. "By constantly calling attention to income differences, the war on poverty has probably en-

[illegible] only to try to improve oneself and one's society but also to blame oneself for not doing more and succeeding better."

In each of these cases, the upper middle class is pursuing its wholly worthy ideal of moral and social improvement. Yet this apparent altruism is not without its self-serving aspects. "One recalls Macaulay's remark about the attitude of the English Puritans toward bear-baiting: That they opposed it not for the suffering it caused the bear but for the pleasure that it gave the spectators. Perhaps it is not far-fetched to say that the present-day outlook is similar: The reformer wants to improve the situation of the poor, the black, the slum dweller, and so on, not so much to make them better off materially as to make himself and the whole society better off morally."

That society displays a concern not merely for the material but the moral, he adds, is just and good. What is lacking is "what Lionel Trilling has termed moral realism—'the perception of the dangers of the moral life itself.' " In this case, the danger is nothing less than that the attitudes of the American elite are going to destroy this nation, that a

[illegible] cal opposition. Certain politicians are awkwardly but clearly relearning how to use affirmation as a tool for generating support. In this may be the makings of the political era that succeeds the New Deal one.

The most prestigious class—the Establishment, if you must—obviously remains devoted to hyperbole. But in the long run it would not be surprising if the elite, like the Supreme Court, follows the election returns. "The Unheavenly City" is particularly intriguing in this respect. No doubt many in the upper middle class will try to dismiss it as the work of an ill-tempered old fogey. Yet Professor Banfield comes from Harvard and speaks the language of social science; the elite finds itself assaulted from its own citadel and in its own patois. It is not the sort of attack merely brushed aside.

It is, though, precisely the first crack in the elite's own ranks one would expect if those correctives really are at work, precisely the spark of heresy that would be both a symptom and ingredient of an incipient sea-change in American social and political sentiment.

The Unheavenly City. By Edward C. Banfield. Little, Brown and Co. 308 pages. $6.95.

From 'The Unheavenly City'

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Edward C. Banfield, in "The Unheavenly City":

The politician, like the TV news commentator, must always have something to say even when nothing urgently needs to be said. If he lived in a society without problems, he would have to invent some (and of course "solutions" along with them) in order to attract attention and to kindle the interest and enthusiasm needed to carry him into office and enable him, once there, to levy taxes and do the other unpopular things of which governing largely consists. Although in the society that actually exists there are many problems, there are still not enough—enough about which anyone can say or do anything very helpful—to meet his constant need for program material. Moreover, the real and important problems are not necessarily the ones that people want to hear about; a politician may be able to attract more attention and create more enthusiasm—and thus better serve his purpose, which is to generate power with which to take office and govern—by putting real problems in an unreal light or by presenting illusory ones as if they were real. The politician (again like the TV news commentator) can never publicly discuss an important matter with the seriousness that it deserves; time is short, if's, and's, and but's make tedious listening, and there are always some in the audience who will be confused or offended by what is said and others who will try to twist it into a weapon that they can use against the speaker. Besides, the deeper a discussion goes, the less likelihood of reaching an outcome that the politician can use to generate support.

The changes brought about in the political system by the process of middle- and upper-class-ification have greatly reduced its effectiveness in finding the terms on which people will act together or even live together in peace. The upper-class ideal recommends participation as intrinsically good, but unfortunately, the more participants there are, the larger the number of issues that must be dealt with and the greater the disagreements about each. The ideal also requires that issues be settled on their merits, not by logrolling, and that their merits be conceived of in terms of general moral principles that may not, under any circumstances, be compromised. In the smoke-filled room, it was party loyalty and private interest that moved men; these motives always permitted "doing business." In the talk-filled room, righteous indignation is the motive, and therefore the longer the talk continues, the clearer it becomes to each side that the other must either be shouted down or knocked down.

Looking toward the future, it is impossible not to be apprehensive. The frightening fact is that large numbers of persons are being rapidly assimilated to the upper classes and are coming to have incomes—time as well as money—that permit them to indulge their taste for "service" and doing good in political action. Television, even more than newspapers, tends to turn the discussion of public policy issues into a branch of the mass entertainment industry. Doing good is becoming—has already become—a growth industry, like the other forms of mass entertainment, while righteous indignation and uncompromising allegiance to principle are becoming *the* motives of political commitment. This is the way it is in the affluent, middle-class society. How will it be in the super-affluent, upper-middle-class one?

Letters to the Editor

JUN 1970

General

THE CHURCH AND HOUSING - A RATIONALE

Introduction

The Board of National Ministries has stated that one of its primary objectives is 'to develop programs in coordination with secular agencies and other church boards and agencies which work to relieve specific areas of human need.' In partial answer to this objective, Corporate Social Ministries presents this rationale to the Board of National Ministries so that the Board might become more deeply involved in housing for people of special needs.

I. BACKGROUND

In 1968, Jerome P. Pickard, in an Urban Land Institute Research project, took a long look at the metropolitan future. Pickard projected the shape of American settlement in the year 2000, and found, essentially, that the big urban areas would get bigger. He dealt primarily with the 'major urbanized areas' which he defined as places of 100,000 population or more. In 1960, there were 160 such areas in the U.S.; by 2000 there will be 223 (assuming, as do all of his projections, that present trends continue). The total population in these major areas, 91 million in 1960, will rise to 220.5 million in 2000 out of a total U.S. population of 300 million. In 1960, these were the living places of just over half of all Americans; in 2000, they will accommodate 70%. By then, in fact, more than half of all Americans will live in the 43
urbanized areas of a million or more and in all probability 75% of the people will be huddled onto only 11% of our land area. Therefore, in each year in the coming generation the nation must add the equivalent of 15 cities of 200,000 each in order to accommodate the projected population.

"The projected geographical extent of the greater metropolises of 2000" said Pickard, with understatement, "is difficult to envision." What he calls a "new dimension" of urbanization will occur through "both the continuous enlargement of the urban fringe and by merging into the fringe of previously outlying urban areas which are either independent satellites or separate suburban communities today." We can foresee the continued population movement toward more pleasant climes and large bodies of water, spurred on by the Interstate Highway System. Population growth will also be limited in some areas due to inadequate space, water, resources and raw materials.

As for expected geographical shifts in employment opportunities, today one out of every six jobs is located in just 3 states, California, Texas and Florida. Looking into the future, the 10 states slated for the biggest percentagewise labor force increase during the coming decade will be California, Florida, Nevada, Arizona, Colorado, New Mexico, Washington, Maryland, Idaho, and Georgia, in that order.

By 1985, the number of housholds nationally will increase 50% over the 1960 figure, emphasizing the national goal of 26 million new housing units by 1980. FORTUNE Magazine anticipates that "total housing starts should average two million a year in the first half of the Seventies, and the rate should get up close to that by the end of the Sixties. These are impressive numbers, not only compared to the 1966 total of 1,250,000, pinched by tight money, but also compared to the 1,450,000 average of the past ten years." While the figure did get up to 1,497,000 in 1969, housing starts in January,1970 dropped to a rate of 1,166,000, the lowest in almost three years; the rate did increase in February to 1,300,000, however. Yet, new housing starts will have to increase significantly to reach the national goal of 26-28 million new housing units in the 1970 to 1980 period.

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At least one-third of the housing units built over the next several years are going to be apartments according to FORTUNE, although some experts forecast a fifty-fifty split between houses and apartments." Just within the past 5 years, the percentage of apartment buildings with 5 or more units has risen from 36% of all building permits issued in 1965 to an estimated 48% of those issued in 1969. Correspondingly, the percentage of single-family building permits dropped from 56% in 1965 to an estimated 45% in 1969. The increase is showing up all across the country but the shift from single-family homes to apartments with 5 or more units is greatest in the south where the increase over 1969 was 9 percentage points. While all private non-farm new housing units in 1969 dropped 2% below 1968, the percentage of units in apartments rose 14% and the number of apartments under construction last September was 16% greater than one year earlier. In 1960, 3 SMSA's in our General Assembly reported that over 30% of the number of housing units built were in apartment buildings of 5 or more units. By 1967 the number had risen to 32 metro areas and in 12 of these SMSA's, the percentage of new starts in apartments was more than 50% of the total.

Despite these rosy figures, housing, be it apartment or single family unit, is not available to many. Housing construction and living costs in general are going up faster than the income of many people, especially the aged, the infirm and the poor. And in an affluent land such as ours, it is difficult to understand that the housing conditions of millions of people are getting worse rather than better. Safe, decent, and sanitary housing in balanced neighborhoods at prices that people can afford to pay is a painfully unmet need for the low and low-middle income levels of our American society..

The 1960 census discovered that of all families with an income of less than $4,000 annually, 18 percent occupied substandard rental housing and another 13-1/2 percent were owner-occupiers of substandard homes. Of all families with an annual income of $4,000 or more, 5-1/2 percent lived in substandard housing.

Not only Federal but state and local statistics point up the poor conditions in our urban centers, towns, villages and on our farms. In this most prosperous country in the world, conservatively over 4,000,000 people live without heat, without indoor or private bathrooms, and exposed to vermin and fire and electrical hazards.

Today, it takes about 65 million housing units of all types to shelter 58 million households. By 1975, there will be 68 million families needing shelter, a situation that could produce severe shortages unless the housing industry shifts into high gear. Before long, net additons to new households will be taking place at a rate of more than 1 million a year, as the post-war baby boom moves up through the age brackets.

Business Week suggests (May 6, 1967) that because of new family formations housing demolitions, and housing conversions, there will be an "average annual market of at least 2-1/2 million units" for the 1970's, nearly double the volume for 1966.

"By 1975, the nation will add nearly 8.8 million new households, better than one third of which (some 3.2 million) will be headed by persons less than 25 or more than 65 years of age, nearly one third by unmarried persons.

"Indeed, by 1975, nearly 5.3 million households will be headed by youngsters under 25 - a 1.4 million increase over the present count. Of these, a goodly

number will be single.... Young single households already number 616,000 and influence apartment markets in many cities. By 1975, young singles are expected to number 920,000 or more.

"At the other end of the scale, the 65-plus group already accounts for one in every five households. Not long ago, this group tended to move in with relatives. Now, pensions, savings, and old-age benefits let them get out on their own. The 11.4 million households in this age bracket will increase 1.8 million by 1975, and 3.1 million by 1980".

It should be observed that in our country the quality and size of today's houses and apartments for young families, and the changing life style of both the young and the old, whether in the city or the suburbs, are such that Mom and Dad either prefer not to or simply cannot move in. Even if there were room, they value their independence. The need for housing especially adapted to our so-called senior citizens is increasingly evident.

Business Week notes that "Apartments and maintenance free town-house communities are especially appealing to this group. So are condominiums, which afford both tax advantages and some elements of ownership.

"Indeed, the condominium frequently meets the desires of all age groups. Thus, experts predict that a growing share of urban redevelopment in the 1970's will be devoted to such residences".

Under the programs designed to reduce the shelter costs of elderly and moderate-income persons, the monthly minimum expenses incurred for a typical apartment with living room-dining alcove, kitchen, two bedrooms and bath are estimated as shown in the following table.

	cost of the unit	
	$12,500	$18,000
	monthly expenses	
*Interest charge (3% below market rate)	31.25	45.00
Utilities (including electricity, heat, water, and garbage removal)	25.00	30.00
Taxes	25.00	35.00
	(more likely higher)	
Maintenance and depreciation	10.00	15.00
Management fee (5%)	4.75	7.15
Sub-Total	96.00	132.15
*Amortization	12.50	18.00
Total Monthly Minimum Cost	$108.50	$150.15

Allowances for vacancy reserve, insurance, and (where appropriate) protective services, landscaping costs, elevator maintenance, etc., have not been included.

It is a general rule of economists that the monthly payment for the home should not exceed one week's income. Accordingly, for the unit that would cost $12,500, the family income should be at least $110 per week or $5,720 per year. For the $18,000 unit the family income would need to be at least $150 per week or $7,800 per year. The $18,000 unit is probably a feasible figure for most

metropolitan areas although many say this is too conservative an estimate.

Admittedly, these figures are for new construction, but the required rentals certainly show that this is not low-income but rather moderate-income housing.

These figures can also be used to determine costs for the rehabilitation of old housing; that is, if it costs $18,000 for the purchase and rehabilitation of an old house or apartment, the costs would be about the same as those above. Using the $18,000 unit cost as a basic figure, it is possible proportionately to estimate the cost of any unit.

The very real need in the United States is for housing for families with annual incomes below $4,000 and especially for those of $3,000 or less.

Rental supplements, which are paid to the landlord rather than the tenant and are the difference between one-fourth of the family's total income and the yearly rental cost of the house or apartment, are essential if adequate housing is to be within the reach of these low-income families. This would mean that for the $12,500 unit, a family's own monthly rental payment would be a little more than $25 on an income of $1,200 per year; or for the $18,000 unit, the family's rental payment would be slightly under $40 on an income of $1,800. As their income increases, they pay a proportionately greater amount toward the full rent.

Because of economics, politics, and public sentiment, we are not presently meeting the needs of the disadvantaged for safe, decent, and sanitary housing, housing which would be a benefit to the rest of the community rather than a liability. In fact, we are not building enough homes and apartments even to meet replacement needs, to say nothing about new needs resulting from the influx of people from other areas or the increase in new family formation due to the heavier birth rate following World War II.

It is obvious that the concern with housing as with almost any social concern is deeply interrelated with all of the problems of the disadvantaged. It is not really meaningful to isolate housing from the problems of segregation, of education, of employment, of hunger, or of the crisis in our cities.

A national strategy must be found wich will provide adequate income for all citizens to meet basic needs. At the same time the great sector of private industry must find more efficient methods of housing production which reduce the cost and preserve the profit.

To date, contemporary technology has only meagrely been applied to the construction trades. Housing is still typically built in units of one. The mass production of housing and new towns is a possibility on the horizon; though the concept causes some apprehension as to human-scale values, it promises one answer to present need.

We know we cannot allow our slums to grow bigger and worse with all of the attendant ills of hunger, disease, breakdown of morale, and disintegration of family life. Meanwhile, the building or leasing of many millions of units of public housing, although unsatisfactory as a human-scaled solution, is the only present massive assault on the problem.

The United States government and Congress is, of course, not unaware of this situation and has over the past thirty years worked toward the alleviation

of slum conditions and substandard housing, the most recent major action having been taken in 1968.

The Housing and Urban Development Act of 1968 is the most comprehensive and largest housing bill ever enacted by the United States Congress. The scope and depth of its concern for people intends to make our national housing laws serve social as well as concrete purposes.

This mosiac began to evolve in the depression racked 1930's when the FHA and Public Housing Programs were created primarily to stimulate business and employment and only secondarily to provide housing, a status which endured until post World War II. Thereafter came Urban Renewal and the 1949 National Housing Act. The Housing Act of 1949 contains the proposition that the general welfare and security of The Nation "requires housing production and related community development sufficient to remedy the serious housing shortage, the elimination of sub-standard and other inadequate housing through the clearance of slums and blighted areas, and the realization as soon as feasible of the goal of a decent home and a suitable living environment for every American family. A decade or more elapsed before the next big breakthrough came, marking realization of the need to cope with many aspects of urban difficulties rather than shelter alone.

A series of new programs came into being in the 1960's. They included plans for parks and playgrounds, for mass transit facilities, for water and sewer systems, and rent supplement payments. There were new housing programs for those of the low-middle-income range. Public Housing was expanded to enable leased housing for larger families in the private sector. The concept of scattered public housing sites was introduced to reflect recognition that the dignity of man is at least of co-equal importance with a waterproof roof.

During the program from 1965 to the present, five new pieces of legislation were enacted that will have major impact on the future: The creation of the Department of Housing and Urban Development (HUD), the Model Cities Program, the Civil Rights Act of 1968, the Housing Act of 1968 and most recently, the Housing Act of 1969. Its net effect is that the nation now has federal urban legislation capable of fully administering today's programs and to meet the urban problems of tomorrow by focusing a whole range of federal, state and local resources on areas which most need help giving clear expression to upgrading people as well as buildings.

Major innovations in the Acts of 1968 and 1969 make it possible for lower income families and individuals to become home-owners by means of conventional financing with the aid of HUD mortgage subsides. And the same principle of mortgage subsidy is carried into the field of rental and cooperative housing for low and moderate-income groups when sponsored by non-profit cooperative or limited organizations.

There are a number of Federal programs of use to non-profit sponsors in the field of housing for lower income families, but they are too numerous to mention here. A digest of all HUD low-income programs, including rent supplements, public housing, and the most recent program will be made available for distribution.

II. GENERAL CHURCH INVOLVEMENT IN HOUSING

The United States Government under the National Housing Act has passed legislation enabling non-profit organizations, such as churches, councils of

churches, ecumenical bodies, labor unions, fraternal organizations, neighborhood councils and civic groups, in cooperation with private enterprise, to enter the housing market to help meet urgent needs.

During the past decades the Church has been involved in housing for the aged in our country. This is a role of the Church accepted by its constituency. The Church historically has undertaken housing and care of the ill. The nature of old age and illness suggest the nature of the facilities that will house and serve them. Poverty cannot be served by brick and mortar alone.

In our concern for the impoverished, we need to look beyond housing per se to community. We must investigate what it is about the total environment that is destructive to the quality of human life, both spiritual and material, and what it is that is beneficial. Housing is a part of the whole.

The Church does not necessarily have to become a landlord, but its interest in the total life of people includes meeting the need for shelter that is decent, safe and sanitary. Pronouncements have suggested that every citizen should have the opportunity to have decent housing, but we still have a long way to go in realizing that goal. We need to find out how to get at it more broadly and more effectively.

Many churches today are entering into the development of new or rehabilitated housing as a part of their contribution to community growth and development. This is not a new thing in our society. Back in 1869 the New York City Mission Society was busily engaged in a "model tenement" program as part of its outreach. "Let any one walk through the poor streets of our city, any day after school hours, and see how the children swarm," said the Society's annual report. "Let the churches of our city consider. Oh! that they would forget for a few years to multiply mission chapels, and give some money and attention to the homes of these children." A similar choice faces the churches today. But they should carefully consider not only HOW, but also WHY and TO WHAT PURPOSE.

Our Biblical faith proclaims that God is concerned with man and his needs as they relate to his personality - spirit, mind and body - and to his fellowmen as they live or fail to live in true community.

The concern for housing finds itself in the basic elements of the Churchs' life. In our worship we praise God for the blessing of the shelter we enjoy, and we intercede for those who are without adequate shelter. In Christian education we should give specific contemporary content - facts and figures - to the injunctions of Christ and the prophets. The pastoral ministry of both clergy and laity must be extended to the impoverished suffering housing deprivation. The service and witness of the Church find a concrete expression in work ranging from influencing housing legislation to discriminating use of church funds for the actual building or rehabilitation of dwellings.

Margaret E. Kuhn, of the Board of National Missions of The United Presbyterian Church in the United States, wrote in Houses and People:

"Every church is inseparably a part of the community that it serves. The quality of community life around the church is both a reflection of and a commentary on the church's influence and ministry. If the church is true to its concern for every part of human life and attempts to lead every generation to Christ, the church cannot neglect the conditions under which people live and establish their families. It cannot brush aside the needs of growing children,

of the aged, and of families who suffer from discrimination and poverty. Nor can the church be indifferent to the social patterns and policies that largely shape our communities and neighborhoods, for these have decisive effects on human lives and the character of our society. The church's own growth and vigor as an institution cannot be separated from the community's welfare.

"If American cities are to be saved, housing and community life must be strongly affirmed as the business of American churches. Housing programs and policies must be a matter of Christian vocation and stewardship among church members who are property owners, builders, carpenters, bankers, realtors. The elimination of residential segregation is basic to inclusive Christian fellowship and the solardarity of the human family under God."

There are several distinctive roles for the Church in planning a housing strategy.

1. The Prophetic Role. In proclaiming the concerns of the Lord for the disadvantaged and the alienated, the Church is speaking to the issues of the day, calling upon the institutions established by society to get about the tasks that they have been commissioned to do. The Church can be a watch-dog, critic, a stimulator, to the society of which it is a part.

2. The Enabling Role. The Church may take the initiative for (a) developing and mobilizing leadership, (b) articulating a demand for the necessary tools to get at the housing problems in relation to the total environmental needs of man, and (c) spurring legislative action.

3. The Experimental or Demonstrational Role. The Church should be prepared to commit itself, risking its own resources, to demonstrate possible ways in which society can quite feasibly provide adequate housing, which is more property society's business.

Historically the Church has performed through its hospitals and schools the mission work calling society to its responsibilities, demonstrating the need and the response to needs in unserved and underdeveloped communities. Now the Church is called to a similar demonstration in housing. The Church cannot significantly affect the housing supply through building and operating housing itself. What it can do, however, is to demonstrate experimentally, through carefully planned and managed projects, what is feasible, imaginative, and practical. Any actual housing projects in which the Church involves itself, always with thorough professional consultation, should be undertaken with the larger view of calling both the government and the private sector to their responsibilities.

Churches for years have been involved in housing for specific segments of society, the elderly and children. The Moravians erected a Brothers House in each of their settlements soon after the founding of their communities. Catholics have housed Sisters and Fathers for generations. Senior citizens homes have been a part of church life being established by local congregations, judicatories and denominations. Likewise, orphanages, in days past, were established by judicatories and denominations.

In recent years, many denominations have moved more broadly into the field of housing, either by establishing spin-off organizations to erect and manage housing or by offering the technical skills to local churches and judicatories in erecting housing for low-income persons.

The United Presbyterian Church has been more broadly involved in housing for nearly ten years, first offering from the denominational level the counseling needed and by setting up a separate corporation to provide the necessary seed monies and loan funds.

The American Baptist Church has also set up its own separate corporation which provides all the technical skills and management abilities, as well as making available the initial monies for that denomination to become vitally involved in housing. Like-wise, the United Methodist Church and in recent months the Disciples of Christ have moved into the field of non-profit housing sponsorship.

In the last ten years literally hundreds of non-profit corporations have been established by local groups and ecumenical agencies specifically to erect housing for low-income people and at least one such corporation can be found in almost every major American city. These are groups of local churches and/or judicatories which have banded together for strength in order to move into housing.

Nationally, within the past year, the Joint Strategy and Action Committee has given housing serious study and has drawn up preliminary recommendations for the formation of a non-profit housing corporation. The purpose of the proposed corporation would be to develop technical services, management consultative services, training and education programs, legislative policies, community organization and community development programs and to act as a catalyst and an enabler in the housing field. This would permit all the participating denominations to promote and assist local church and judicatory entrance into the non-profit housing field using the best expertise available.

While there has been some question in recent weeks as to whether FHA would give further approval to non-profit sponsors, FHA Commissioner Gene Gulledge stated in March, 1970, "it is not our intention to eliminate participation by non-profit groups in our housing programs. Churches and other qualified and well-motivated long term non-profit groups have and will continue to have an important role in sponsoring housing for low income people." Consequently, FHA will strengthen its criteria for approval of non-profit sponsors to avoid the problems it has encountered and will make it simpler for the non-profit sponsor once he becomes involved in housing for low-income people.

III. PRESBYTERIAN CHURCH, U.S. INVOLVEMENTS

As a denomination, the Presbyterian Church in the United States has been involved in several forms of housing to date, and, for the most part, has been successful and has fulfilled a great need.

The Presbyterian Church in the United States built its first home for senior citizens - for 20 older ladies - in 1912, the second as late as 1949. Since then our denomination has built 22 more senior citizens facilities and is affiliated with four others. At least one other is currently under construction and several are planned. All of those established since 1957 were built after the mandate of the General Assembly placed the newly formed Division of Homes and Christian Welfare in the Board of Church Extension with responsibilities for counseling and collaborating with synods and presbyteries in all matters relating to policies and standards for Children's Homes, Nursing Homes and Homes for the Aging. In addition to the senior citizens facilities, there are some 18 homes for children related to the PCUS in various ways.

In recent years several presbyteries have considered the establishment of non-profit groups for the sponsorship of housing for low-income people or have considered becoming part of such groups and have consequently inquired of the Board of National Ministries about possible assistance, both financial and technical. Up to the present, neither this board nor any other PCUS agency has been in a position to offer assistance toward the establishment of a non-profit housing organization. Yet, it is known that a number have been established and several are here cited. Nashville Presbytery has an interest in housing and is leanding support to a local non-profit group, HOPE, and has assisted in securing housing for one family. Lexington Presbytery has established a housing credit endorsement plan which basically will back a second mortage. Winston-Salem Presbytery also has established a non-profit housing corporation but as of mid May had not been successful in obtaining any specific projects but is now developing an overall plan for low income housing in Winston-Salem and expect some positive results.

A number of Presbyterian congregations have become a part of various non-profit groups. At least five PCUS churches here in Atlanta have joined Interfaith, Inc., whose purpose is "the improvement of housing, neighborhoods and living environments of low-income families through the organization of a non-profit corporation to assist in providing new low and moderate income housing for population growth and relocation needs, the repair and rehabilitation of existing housing, the elimination of discrimination in the marketing and renting of housing, the creation of neighborhoods with racial and economic variety, and the provision of complementary services needed by the residents of such housing and neighborhood." In Louisville, two individual Presbyterians are two of 11 persons incorporated as the Smoketown Housing Improvement Corporation whose purpose is to provide good housing to poor families at a reasonable price.

The Board of National Ministries is now participating in the second year of an experimental ministry project in Auburn, Alabama in cooperation with East Alabama Presbytery, using an anonymous foundation grant to fund The Presbyterian Community Ministry, which seeks to help individuals and families obtain more adequate housing. At the end of the first year, February 28, 1970, Presbyterian Community Ministry had made loans and grants to 27 projects and families who need financial aid mainly for housing matters and related concerns, including health, child care, home arts, transportation and education.

In the most basic sense, housing can be defined as the provision of shelter. However, the word "housing" has broader connotations. It means a place where family life, comfort and health are fostered. It also means many different types of living accommodations for many different peoples as needs change several times during the course of a lifetime.

A large proportion of religious and other non-profit sponsors who decide to undertake to provide additional low-cost housing will doubtless do so under various programs of the National Housing Act. This enabling legislation is necessarily too confined to the terms of financing and insurance, to maximum costs and minimum units, to interest rates and mortgage guarantees. Steel and glass and a bank loan only build a house. A home is created by a good family environment. A sense of satisfaction and identification with the community makes possible those inter-personal relationships that make a community meaningful.

Church sponsors must see their contributions of decent housing as only one aspect of a well balanced and fully realized human environment.

If the Presbyterian Church in the United States is to seriously enter into the housing field, there are a number of criteria which should be considered before any local church, presbytery, church board or agency becomes a part of a non-profit group, or incorporates as one. Not only must the housing be safe, sanitary, adequate and reasonable, it should also be in a community which offers the residents a balanced environment and will fulfill the needs of the residents as determined by the residents themselves beforehand - in the initial planning stages. Some of the aspects of a balanced environment are as follows:

1. A variety of housing types which satisfies and meets many different needs.
2. A community which offers both economic and racial integration.
3. Community aesthetics including design, circulation and open space.
4. A transportation network which is convenient.
5. Shopping convenience.
6. Household and personal services centers including all forms of child care.
7. Educational quality and opportunity for all ages.
8. Full employment opportunities for all.
9. Opportunities for on-the-job training.
10. Religious vitality including witness and service.
11. Health and social service including counseling opportunities.
12. Cultural resources and opportunities.
13. Political participation and planning.
14. Recreational opportunities and leisure.
15. Police and fire protection.
16. Mass communication media.

Good urban environment design and aesthetics must be incorporated into the construction of new communities or the renovation of existing communities if they are to be a credit to society. Innovations in urban living facilities and environments should be developed and utilized; condominiums, cluster subdivisions, modular construction, economic and racial integration, etc.

Many types of services, education, and assistance to families and individuals relating to their ability to improve and/or maintain their living status are needed. Some of this is provided through public agencies, some can be provided by private organizations. In any case, improving neighborhoods and housing requires a parallel social service to the occupants to be permanently effective and in order to gradually reduce some problems that have existed in the past in other communities. Many of the problems can be eliminated in the beginning if community residents are able to participate in the planning, implementation, and formation of tenant policies for a housing development, leading to a share in the management or ownership of such a project.

The church cannot alone meet the housing needs of the poor and provide for the overall improvement of the physical and social environment which currently destroys the spirit of so many people. And there are many places and times where the Church should not invest its time, personnel, and funds in such activities.

However, at this moment in history, with the resources of the nation extended to a critical point; with the housing needs of the poor becoming increasingly severe; with the general physical environment of our metropolitan areas destroying the very qualities of life essential to the spirit of man; with the vast numbers of persons and institutions indifferent to these needs; and, until other institutions of our society are prepared to face these issues, it is believed that these urgent housing needs lay claim on the Church for response through service in helping to improve both the quality and quantity of housing in our country.

June, 1970 James M. Earhart

Planned Unit Development

PUD: A BETTER WAY FOR THE SUBURBS

ULI Special Report

PUD

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Sickle, *op. cit.*, pp. 76 ff, Van Sickle wrote his book at the crest of the war-time wave of expansion of industry in 1943.

[20] Twelve Southerners, *I'll Take My Stand* (New York: Harper and Brothers, 1930).

[21] *Ibid.*, p. 3.

[22] "TVA: Federal Power," *Fortune*, May 1935, pp. 156–160.

[23] Van Sickle, *op. cit.*, p. ix.

[24] That planning had struck its roots in the urban reformist movement during the early part of this century and that its methods and techniques were carried over into the national scene during the New Deal has been strikingly demonstrated by Rexford G. Tugwell in "The Sources of New Deal Reformism," *Ethics*, July 1954, pp. 249–276.

[25] National Resources Committee, *op. cit.*, p. 167.

[26] *Ibid.*, p. 159.

[27] Lewis Mumford, *The Culture of Cities* (New York: Harcourt, Brace and Co., 1938).

[28] *Ibid.*, p. 315.

[29] *Ibid.*

[30] Louis Wirth, "The Metropolitan Region as a Planning Unit," *National Conference on Planning*, Proceedings of the Conference held at Indianapolis, Indiana, May 25–27, 1942 (Chicago: American Society of Planning Officials, 1942), pp. 141–151.

[31] *Ibid.*, p. 150.

[32] Walter M. Kollmorgen, "Crucial Deficiencies of Regionalism," *American Economic Review*, Papers and Proceedings, May 1945, p. 377.

[33] Yale University, *The Case for Regional Planning*, with Special Reference to New England (New Haven: Yale University Press, 1947).

[34] *Ibid.*, p. 36.

[35] Joint Committee on the Economic Report, (Washington: U. S. Government Printing Office, 1949).

[36] *Op. cit.*, p. 1.

[37] *Ibid.*

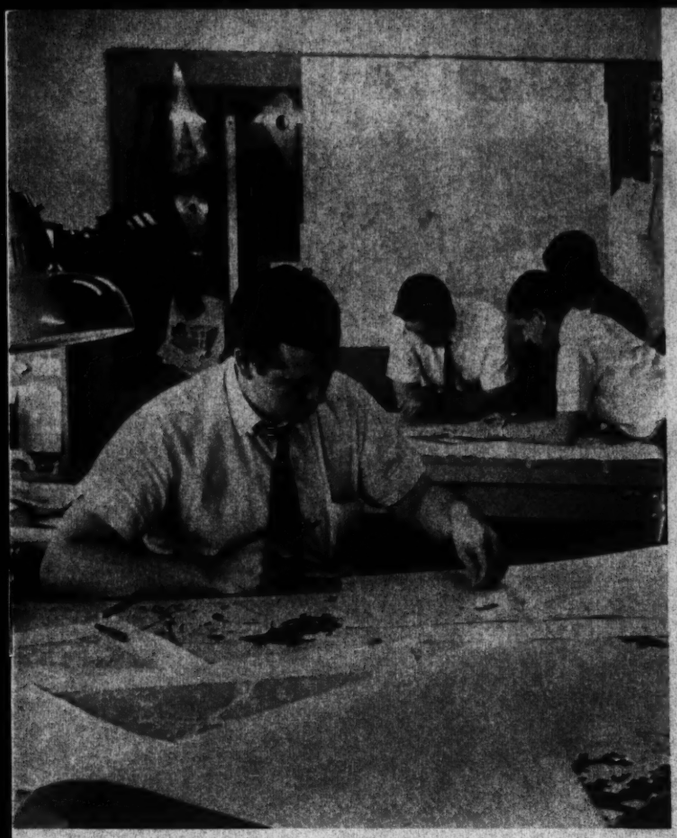
[38] U. S. Council of Economic Advisers, *The New England Economy* (Washington, U. S. Government Printing Office, 1951).

[39] Louis Wirth, "The Limitations of Regionalism," *Regionalism in America*, edited by Merrill Jensen, (Madison, Wisconsin: The University of Wisconsin Press, 1951), pp. 381–393.

[40] *Ibid.*, p. 383.

[41] Roderick D. McKenzie, *The Metrooplitan Community* (New York: McGraw-Hill Book Co., Inc. 1935). Indeed, metropolitan regionalism in 1951 was not a new phenomenon; but it was now new in its more or less self-conscious opposition to the Southern regional school.

[42] Walter Christaller, *Die Zentralen Orte in Sueddeutschland* (Jena: Gustav Fischer Verlag, 1933). See also the discussion of Christaller's theory in Robert E. Dickinson's *City Region and Regionalism* (London: Kegan Paul, Trench, Trubner and Co., 1947); for a more recent critical review, Rutledge Vining, "A Description of Certain Spatial Aspects of an Economic System," *Economic Development and Cultural Change*, January 1955, pp. 160–165.



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TELEPHONE
523-1939

June 27, 1969

Mr. Bob Winn
Assistant to the President
Georgia Institute of Technology
225 North Avenue, N. W.
Atlanta, Georgia 30332

Dear Bob:

Please find enclosed a Xerox of my commentary to members of Good Government Atlanta on the problems with the Plumbing Code.

Thank you, again, for your kindness in offering to circulate it amongst the members.

Sincerely,

Archer

Archer D. Smith, III

ADS:jnd
Enclosure

~~Gentlemen:~~ Moreland,

Archer Smith was kind to make this available and I am happy to forward it to each member of our panel —

Bob Winn

October 15, 1968

Mr. Paul Goldsmith
Mr. Freeman Hutton
Mr. Horace Sibley
Mr. Jimmy Elliott
Mr. Cecil Conley

Gentlemen:

The purpose of this memorandum is to furnish the members of the Committee with a proposed list of the various flaws in the Plumbing Code, with which this Committee should deal and attempt to correct. They fall into three basic areas, General, Provisions Hindering Low Cost Construction, and Health Inadequacies.

GENERAL

The salaries of the inspectors are inadequate, the appeals are not binding upon the plumbing inspectors, costs of the appeal is borne by the contractors, there is a need for the consolidated Code for the entire metropolitan area, and there is no provision for periodic review of approved standards, as allowed in the Southern Standard Plumbing Code.

INNOVATIVE RESTRICTIONS

1. A local plumber must, in effect, be used on any contracting job, thus eliminating any pre-fabrication plumbing work done in another city in Georgia, or out of State;

2. The Code specifies in Section 164 that only lead may be used to achieve a water tight joint, whereas, there are numerous other materials that have been proven to be as equally feasible, but less costly;

3. Section 306 of the Atlanta Code requires cut-offs for each toilet or bathroom, whereas, the Southern Standard permits two adjacent bathrooms to be controlled by the same valves, which reduces substantially the costs;

4. The length of a sewer waste line is limited under the Code, whereas, it should have no limit if it is on a slope as gravity will handle the job;

5. Improved construction techniques have proven that a three inch pipe leading from a water closet need be used, whereas, the Atlanta Code requires four inches, which is much more costly. In addition, this one three inch pipe is sufficient to handle two water closets, whereas, the Atlanta Code makes one employ one four inch pipe for each water closet;

6. No plastic pipes or fibre glass bath tubs are allowed;

7. No neopreme gaskets are allowed under the Atlanta Code, and even though these gaskets are more costly, they save great labor time;

8. A plumber or journeyman plumber must connect all joints which lead into the City's water or sewer system, which can be done easily by an apprentice plumber.

INADEQUACY FROM A HEALTH STAND-POINT

1. The Code is not as comprehensive as the Southern Standard Code, and other National Codes, in that it does not require a clean-out joint near the junction of the building, drain, and sewer;

2. The Atlanta Code has no requirements applicable to commercial dish washers, which is needed owing to the abrasive effects of various soaps on the plumbing;

3. There is no disinfection provision applicable to the water system's pipes;

4. There is no energy shut-off device required on water heaters.

Finally, I contacted Mr. Joe Elliott, President of National Homes Construction Corporation, at 1388 Colony Hill Court, Stone Mountain, Georgia. His company acquired land for construction of some seventy homes in the Thomasville Urban Renewal Area from the Atlanta Housing Authority. He secured a building permit and, at the time the permit had been approved, he submitted plans for pre-fab plumbing as part and parcel of his design. Later, the plumbing inspector refused to approve them, stating that a local plumber must be hired, plastic pipe could not be used, fibre glass tubs could not be used, and that the plumbing could not even be pre-fabbed by a Clayton County plumber; it had to be an Atlanta plumber. Elliott relates that this forced him into constructing plumbing at the site, and resulted in an additional cost of $500.00 per unit, directly raising the cost from $10,000.00 to $10,500.00 per unit.

In addition, Elliott is willing to give us an affidavit to this effect, to back up our report, as long as his name was not used in the report itself. I will obtain an affidavit from him some time within the next two weeks.

I have also made an appointment with Mr. Wiley Mitchell, Chief Plumbing Inspector, for October 22, 1968. He has been on vacation for the last two weeks.

Yours very truly,

Archer D. Smith, III

ADS:jnd

A UNITED STATES DEPARTMENT OF COMMERCE PUBLICATION

1970 CENSUS OF POPULATION

December 1970

U.S. DEPARTMENT OF COMMERCE / Bureau of the Census

PC(V1)-2

ALABAMA

advance report

Final Population Counts

(The figures in this report supersede the preliminary counts for the same areas published in the PC(P1), PC(P2), and PC(P3) series of reports. The present series consists of 52 reports—number 1 for the United States and numbers 2 through 52 for the States and the District of Columbia in alphabetical order rather than in order of publication.)

The official population count of the State as of April 1, 1970, was 3,444,165. This represents an increase of 177,425, or 5.4 percent, from the 3,266,740 inhabitants of the State in 1960.

This report presents final 1970 census statistics on the number of inhabitants of the State and its counties, classified by urban and rural residence. In addition, figures are shown for each county subdivision, each incorporated place, and each unincorporated place of 1,000 or more.

The figures presented here are being issued in advance of their publication in Final Report Series PC(1)-A. The final report for this State will be issued within the next few months.

An outline of the 1970 census publication program can be obtained free of charge from the Bureau of the Census, Washington, D.C. 20233 or any U.S. Department of Commerce Field Office.

A UNITED STATES DEPARTMENT OF COMMERCE PUBLICATION

1970 CENSUS OF POPULATION

December 1970

U.S. DEPARTMENT OF COMMERCE / Bureau of the Census

PC(V1)-5

ARKANSAS

advance report

Final Population Counts

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The official population count of the State as of April 1, 1970, was 1,923,295. This represents an increase of 137,023, or 7.7 percent, from the 1,786,272 inhabitants of the State in 1960.

This report presents final 1970 census statistics on the number of inhabitants of the State and its counties, classified by urban and rural residence. In addition, figures are shown for each county subdivision, each incorporated place, and each unincorporated place of 1,000 or more.

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1970 CENSUS OF POPULATION

December 1970

U.S. DEPARTMENT OF COMMERCE / Bureau of the Census

PC(V1)-11

FLORIDA

advance report

Final Population Counts

(The figures in this report supersede the preliminary counts for the same areas published in the PC(P1), PC(P2), and PC(P3) series of reports. The present series consists of 52 reports—number 1 for the United States and numbers 2 through 52 for the States and the District of Columbia in alphabetical order rather than in order of publication.)

The official population count of the State as of April 1, 1970, was 6,789,443. This represents an increase of 1,837,883, or 37.1 percent, from the 4,951,560 inhabitants of the State in 1960.

This report presents final 1970 census statistics on the number of inhabitants of the State and its counties, classified by urban and rural residence. In addition, figures are shown for each county subdivision, each incorporated place, and each unincorporated place of 1,000 or more.

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A UNITED STATES DEPARTMENT OF COMMERCE PUBLICATION

1970 CENSUS OF POPULATION

December 1970

U.S. DEPARTMENT OF COMMERCE / Bureau of the Census

PC(V1)-20

LOUISIANA

advance report

Final Population Counts

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The official population count of the State as of April 1, 1970, was 3,643,180. This represents an increase of 386,158, or 11.9 percent, from the 3,257,022 inhabitants of the State in 1960.

This report presents final 1970 census statistics on the number of inhabitants of the State and its parishes, classified by urban and rural residence. In addition, figures are shown for each parish subdivision, each incorporated place, and each unincorporated place of 1,000 or more.

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A UNITED STATES DEPARTMENT OF COMMERCE PUBLICATION

Duplicate

1970 CENSUS OF POPULATION

December 1970

U.S. DEPARTMENT OF COMMERCE / Bureau of the Census

PC(V1)-26

MISSISSIPPI

advance report

Final Population Counts

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The official population count of the State as of April 1, 1970, was 2,216,912. This represents an increase of 38,771, or 1.8 percent, from the 2,178,141 inhabitants of the State in 1960.

This report presents final 1970 census statistics on the number of inhabitants of the State and its counties, classified by urban and rural residence. In addition, figures are shown for each county subdivision, each incorporated place, and each unincorporated place of 1,000 or more.

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1970 CENSUS OF POPULATION

December 1970

U.S. DEPARTMENT OF COMMERCE / Bureau of the Census

PC(V1)-35

NORTH CAROLINA

advance report

Final Population Counts

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The official population count of the State as of April 1, 1970, was 5,082,059. This represents an increase of 525,904, or 11.5 percent, from the 4,556,155 inhabitants of the State in 1960.

This report presents final 1970 census statistics on the number of inhabitants of the State and its counties, classified by urban and rural residence. In addition, figures are shown for each county subdivision, each incorporated place, and each unincorporated place of 1,000 or more.

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A UNITED STATES DEPARTMENT OF COMMERCE PUBLICATION

1970 CENSUS OF POPULATION

December 1970

U.S. DEPARTMENT OF COMMERCE / Bureau of the Census

PC(V1)-44

TENNESSEE

advance report

Final Population Counts

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The official population count of the State as of April 1, 1970, was 3,924,164. This represents an increase of 357,075, or 10.0 percent, from the 3,567,089 inhabitants of the State in 1960.

This report presents final 1970 census statistics on the number of inhabitants of the State and its counties, classified by urban and rural residence. In addition, figures are shown for each county subdivision, each incorporated place, and each unincorporated place of 1,000 or more.

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1970 CENSUS OF POPULATION

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U.S. DEPARTMENT OF COMMERCE / Bureau of the Census

PC(V1)-48

VIRGINIA

advance report

Final Population Counts

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The official population count of the State as of April 1, 1970, was 4,648,494. This represents an increase of 681,545, or 17.2 percent, from the 3,966,949 inhabitants of the State in 1960.

This report presents final 1970 census statistics on the number of inhabitants of the State and its counties, classified by urban and rural residence. In addition, figures are shown for each county subdivision, each incorporated place, and each unincorporated place of 1,000 or more.

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A UNITED STATES DEPARTMENT OF COMMERCE PUBLICATION

1970 CENSUS OF POPULATION

January 1971

U.S. DEPARTMENT OF COMMERCE / Bureau of the Census

PC(V1)-42 (Revised)

SOUTH CAROLINA

advance report

Final Population Counts

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The official population count of the State as of April 1, 1970, was 2,590,516. This represents an increase of 207,922, or 8.7 percent, from the 2,382,594 inhabitants of the State in 1960.

This report presents final 1970 census statistics on the number of inhabitants of the State and its counties, classified by urban and rural residence. In addition, figures are shown for each county subdivision, each incorporated place, and each unincorporated place of 1,000 or more.

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1970 CENSUS OF POPULATION

January 1971

U.S. DEPARTMENT OF COMMERCE / Bureau of the Census

PC(V1)-45

TEXAS

advance report

Final Population Counts

(The figures in this report supersede the preliminary counts for the same areas published in the PC(P1), PC(P2), and PC(P3) series of reports. The present series consists of 52 reports—number 1 for the United States and numbers 2 through 52 for the States and the District of Columbia in alphabetical order rather than in order of publication.)

The official population count of the State as of April 1, 1970, was 11,196,730. This represents an increase of 1,671,053, or 16.9 percent, from the 9,579,677 inhabitants of the State in 1960.

This report presents final 1970 census statistics on the number of inhabitants of the State and its counties, classified by urban and rural residence. In addition, figures are shown for each county subdivision, each incorporated place, and each unincorporated place of 1,000 or more.

The figures presented here are being issued in advance of their publication in Final Report Series PC(1)-A. The final report for this State will be issued within the next few months.

An outline of the 1970 census publication program can be obtained free of charge from the Bureau of the Census, Washington, D.C. 20233 or any U.S. Department of Commerce Field Office.

A UNITED STATES DEPARTMENT OF COMMERCE PUBLICATION

1970 CENSUS OF POPULATION

February 1971

U.S. DEPARTMENT OF COMMERCE / Bureau of the Census

PC(V1)-1

UNITED STATES

advance report

Final Population Counts

(The figures in this report supersede the preliminary State counts published in the PC(P1) series of reports. This series consists of 52 reports—number 1 for the United States and numbers 2 through 52 for the States and the District of Columbia in alphabetical order rather than in order of publication.)

This report presents a summary of the final 1970 census statistics on the number of inhabitants of each State and the District of Columbia previously published in the individual reports of this series. Statistics on the population of counties, county subdivisions, and places are shown in the separate State reports.

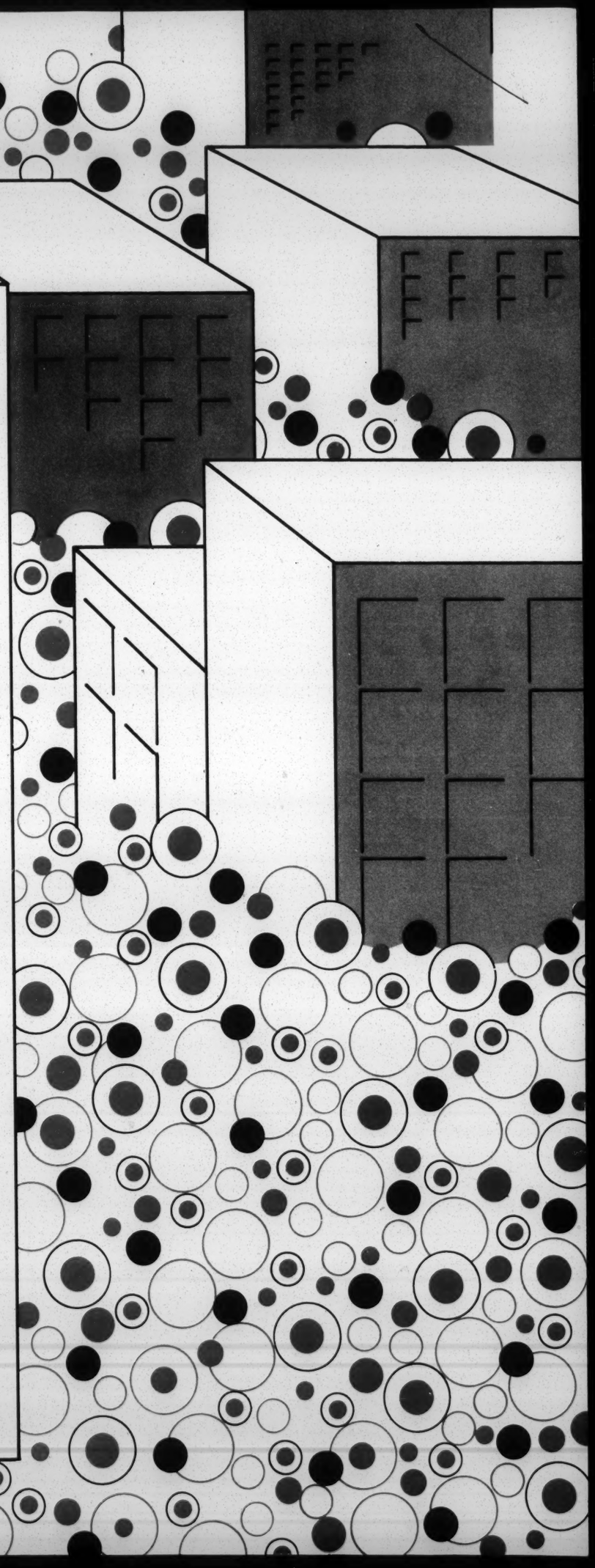
The figures presented here are being issued in advance of their publication in Final Report Series PC(1)-A. The final reports have already been issued for some States and the entire series is scheduled to be published during the next several months.

Data on selected population characteristics for States and certain of their component areas are currently being issued in Advance Report Series PC(V2); and on selected housing characteristics in Advance Report Series HC(V1). An outline of the publication program for the 1970 Census of Population and Housing can be obtained free of charge from the Bureau of the Census, Washington, D.C. 20233, or any U.S. Department of Commerce Field Office.

Note: With the issuance of this report, all 52 reports in the PC(V1) Series have been published.

POPULATION AND THE AMERICAN FUTURE

by Howard D. Samuel



America's population growth and the accompanying problems have become a popular issue. The Census Bureau and the Presidential Commission on Population Growth and the American Future have been issuing reports on it. Environmentalists have been talking it up; some minority group and religious spokesmen have been talking it down. It's beginning to look as if the population problem is attracting partisans as varied—and sometimes as narrow—as the mythical elephant who was judged by six blind men.

One group, for example, views population growth as one of the most serious impending crises, largely because of the relentless drain imposed on our environment. To these viewers, continued growth costs us more in air and water pollution and in the depletion of mineral and other resources than any benefits it could bring us.

Another group is equally alarmed because of what population growth does to the individual in an increasingly crowded society. More people means less privacy, more shoving and pushing in intolerably concentrated cities, greater difficulty in getting back into some sort of equilibrium with nature.

From the other side of the elephant, a couple of groups don't view the population problem as a crisis at all. A few spokesmen for minority groups have labeled the whole issue an effort to commit genocide, especially on the black population. And some spokesmen for some church groups, opposing the use of certain measures like contraceptive devices, deny there is any population problem in the first place.

Also on the other side are some who think that a steady rate of continued growth helped make the United States the most prosperous nation in history and any flattening out in our growth could lead to economic decline, recession and unemployment.

But exactly what do the statistics say is happening to the population of the United States today? The rate of population change is governed by three factors: births, deaths and net international immigration. The birthrate has been going down steadily since 1900, from 32 births per 1,000 people each year to 18 births. But one highly significant interruption in the downward slide lasted more than 10 years after World War II—the period we characterize as the "baby boom."

The death rate has also slid downward, from 17 per

HOWARD D. SAMUEL, a vice president of the Clothing Workers, served as the labor member of the Presidential Commission on Population Growth and the American Future

thousand in 1900 to just below 10 per 1,000, and life expectancy has risen from 57 to 70.

The net result is that our growth rate is down from 2.1 percent annually in the first decade of this century to 1.1 percent annually in 1970, with some of that growth stemming from immigration.

So far this doesn't sound as if population is getting out of hand, but an annual growth of 1.1 percent means 2.2 million new inhabitants every 12 months—enough to double our population every 70 years.

Furthermore, the bulge in our population created by the baby boom has not worked itself out of our system. On the contrary, those babies of 1947-1959 are now forming households and having children of their own—thus perhaps creating another bulge in turn.

Thus near-future growth is inevitable. The question is how much growth and with what consequence.

The contrast between a nation of two-child families and a nation of three-child families gives a clearer picture. Excluding immigration, if families on the average have only two children from today onward, the United States would have a population of 271 million by the year 2000 and 350 million by 2070. But if families on the average have three children from today onward, we would have a population of 322 million in the year 2000 and 650 million in 2070. Thus the three-child family would result in 51 million more people in this century and almost double the population by 2070.

When the baby boom bulge finally works itself out, the two-child family represents a realistic approach to population stabilization, which would be achieved in about 50 to 70 years, depending on immigration. The practical mathematics of the problem indicate that is about as fast as we can reasonably achieve population stabilization, despite the earlier cries of the fans of zero population growth. Immediate zero population growth would result in sharp swings and require a far sharper cutback in family size—to the one-child family, on the average—and that is probably impossible to achieve without a degree of coercion that our democratic system would not tolerate.

Census Bureau figures indicate the United States is moving along the road to stabilization. Our fertility rate is now 2.28 children per mother, lower than was anticipated.

Can we count on the downward trend continuing? In the field of demography—population statistics—one soon learns not to count on anything. Almost every prediction made by the demographic experts over the past several decades has turned out wrong. History teaches us that demographic statistics don't turn into trends, they simply evolve into new statistics. The fact is that the effects of the baby boom will continue to be felt in our population for a long time to come. We are inevitably in for a period of continued growth in the short run. The only question is whether we decide to opt for stabilization or growth in the long run. Even if we choose stabilization now, we will probably not be able to achieve it for about 70 years.

Last question: what's the difference? Are the environmentalists right, that we are heading for disaster if we don't opt for stabilization, or should we listen to those who claim that without growth, there is no progress? Does stabilization mean a last reprieve for our vanishing resources, or genocide for emerging minorities, or both?

The answer, in a nutshell, is none of these.

The President's Commission on Population Growth and the American Future recently concluded two years of research, including extensive public hearings, on the impact of continued population growth on some of the major elements of national life. The commission took alternative growth rates—symbolized by the two-child and the three-child family—and analyzed the effects of each in such areas as education, health and welfare services, government, environment, resources and the economy.

The result made it fairly clear that a stabilized population could be better and easier accommodated in the world of the future than a population which continues to grow. For example, the faster growth rate would lead to somewhat higher demands for public services, such as health and housing, but the difference between growth and stabilization is not dramatic. Because growth means more children, the impact on education facilities would be greater. It would cost us 50 percent more to provide education to a growing population than to a stabilizing one and this only at the present level, which many educators and parents and students think is not good enough.

The commission's analysis of the effect of population growth rates on resources and the environment was based on a study undertaken by Resources for the Future, a research organization based in Washington, D.C. The organization examined population's impact in a number of different areas and found that continued growth would have its greatest impact on the supply of water in certain areas and on the availability of land for agricultural and recreation purposes. Less impact would be felt on the supply of minerals. The availability of energy is so dependent on changing technology that prediction served no useful purpose. For instance, many scientists assume that at some time in the future we will unlock the key to peaceful use of atomic fusion, which would make energy production cheap and easy and pollution-free.

Pollution, of course, will increase under the impact of more people producing and consuming more. This challenge must be met, but here again the shape of technology in the future is too unclear to make a firm prediction of how we will do it or how much it will cost.

Although the commission came to the conclusion that continued population growth might not result in the apocalypse, nevertheless any possible advantage in the future lay with stabilization, not growth. "The United States can cope with population growth for the next 25-50 years," the commission concluded, "but doing so will become an increasingly unpleasant

and risky business. Unpleasant because 'coping' with growth means adopting solutions we don't like; risky because it means adopting solutions before we understand them."

A number of other individuals and institutions have also entered the battle over the impact of growth, population or otherwise. Two doughty warriors in the field of ecology have been clashing head-on over the issue of population and resources: Barry Commoner, biology professor at Washington University in St. Louis, insists that technology has a far greater impact on pollution than population growth; Paul Ehrlich, biology professor at Stanford, thinks population is a major cause of pollution.

Earlier this year the battle over growth erupted with even greater force as the result of a computer-based study prepared by a group at the Massachusetts Institute of Technology, which forecast a worldwide collapse within 100 years unless population growth and industrial output are speedily curbed. Collapse could not be avoided, according to the MIT study, even assuming vastly improved technology, reduced demand on resources and greatly improved pollution controls. Only a speedy stabilization of population and production could save us.

The MIT conclusions, which did not conform with the analysis of the Population Commission, were immediately questioned by other economists, who did not believe that the methods used by the MIT study were realistic or even scientific. It understates current technological advantages, underrates the potential growth of technology and "fixes" the roulette wheel of future development so the world can't win, under any circumstances. The MIT prediction was also characterized as "an upper-income baby," a call for an end to economic growth by those who have already made it, which might not be accepted so happily by the millions of Americans and billions of people in other lands who have not yet won the fruits of our productive society.

Short of saving the world from an apocalypse, population stabilization also has important ramifications for the nation's economy, in terms of gross national product, per capita income, the composition of the labor force and certain sensitive industries.

Gross national product would eventually rise faster in a nation with a growing population than with a stabilized population, since increases in the number of people multiply the volume of goods and services produced and consumed. But per capita income—a better way of measuring prosperity—would improve more under a stabilized population. According to the Population Commission, by the year 2000 "per capita income may be as much as 15 percent higher under the two-child than under the three-child population growth rate." The reason is simple: the stabilized society will have fewer children and more working adults, so the products of our society will have to be divided among fewer people. In addition, fewer children will free additional women to enter the labor force. "Taken together, these trends mean relatively more workers and earners and relatively fewer mouths to feed," the commission said.

Another major effect will be the gradual aging of our population and the labor force. This does not mean there will be more older people; for the next six decades the actual numbers in the older age groups will not be affected by future birth rates, since they are already born. Stabilization will affect the proportion of aged, for as fewer children are born, older people will begin to make up a larger proportion of the total population.

In terms of percentages, if we were to reach stabilization, the population aged 65 and over would represent 16 percent of the total population, as compared to 9.8 percent in 1970. This will mean fewer teen-age problems, including teen-age crime and unemployment, but it will also mean the nation will have to do a better job than it is now doing in meeting the needs of the elderly, from providing retraining and employment opportunities for those displaced by technology to increasing Social Security benefits for those beyond their working years.

Elementary logic would indicate that some indus-

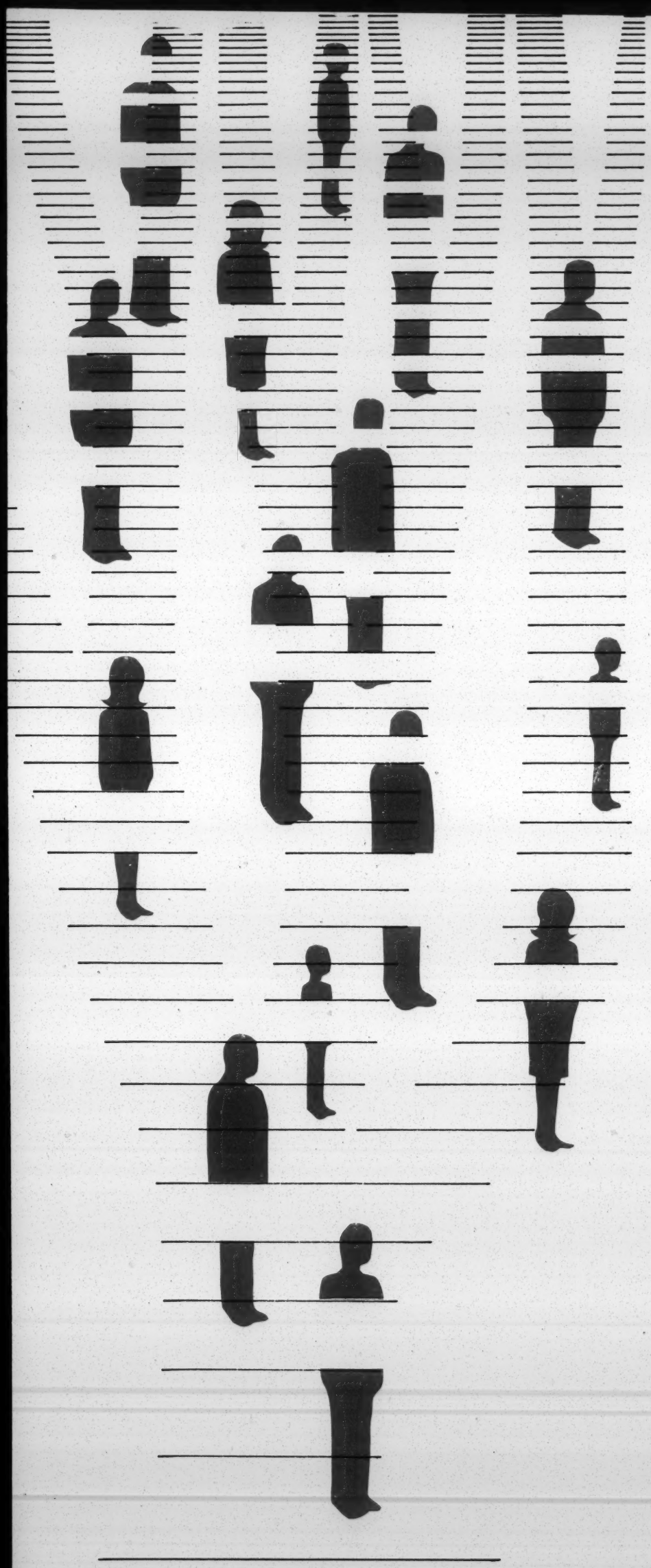
THE LABOR FORCE OF THE FUTURE

Thirty-five million new workers will be seeking their first job in the decade of the 1970s. That is 7 million more than in the 1960s. This is one of the legacies of the baby boom. As that generation comes of age, swelling numbers of job applicants will put an extra burden on full employment policy.

The pressure should be off in the 1980s. The number of new entrants to the labor force will probably be close to the figure for the 1970s, due to declining birthrates in the past decade. Once all the new entrants and women resuming work after their children are grown are balanced out against withdrawals through retirement and death, the labor force in 1990 should number some 114 million, or 28 million more than the 1970 figure.

What happens thereafter depends mainly on the number of births in the 1970s. If fertility should follow the two-child projection, the number of people looking for their first job in the 1990s should be about the same as in the 1980s. However, if fertility follows the three-child projection, the number of job seekers in the 1990s will jump 10 million, to a total of around 44 million; and by the year 2000, the total labor force will number some 136 million. Beyond 2000, the difference in labor force growth between the two projections becomes immense.

—From the report of the Presidential Commission on Population Growth and the American Future.



tries, especially those serving infants, would take a nose-dive if population were to level off. Not so, the commission says, because it will take decades before growth actually ceases and other, more significant changes—new technology, such as disposable paper diapers instead of cloth—probably will take place long before population stabilization takes its toll.

A doubting Thomas, remembering the link between growth and prosperity which has characterized our history, might still wonder if stabilization might not spell trouble for our economy. But he forgets that much of our economic expansion in the past was tied in with periods of tremendous immigration. Immigrants, being of working age and already productive, give an immediate boost to the economy, unlike infants, who remain dependent for many years. Immigration rates today are considerably lower than in the era of rapid growth and they are not likely to get much higher in the future. The other factor is whether continued total economic growth is really supportable by available resources and by the environment. It would appear to make more sense to aim for the goal of raising per capita income, through population stabilization, rather than raising gross national product.

Adding up all the consequences of population growth, as against population stabilization, supports the generalization that stabilization would make it somewhat easier to solve the many problems that face society today. Continued growth—more and more people—may not send us straight to perdition, but it will certainly intensify and multiply our problems and make their solution more difficult.

How about the impact of population stabilization on minority groups; is it just an excuse for genocide? The answer is no by any standard. As a matter of fact, although minority group members have somewhat more children than other groups, because of their smaller numbers they contribute less to population growth than does the rest of the population. If we are to achieve population stabilization, it will have to come through stabilization of the majority white population, which produces most of the babies.

Meanwhile most members of the largest minority group, the blacks, themselves would prefer to have smaller families. In a poll taken for the commission, 86 percent of black respondents felt that continued population growth was a problem for America. Data from a national study in 1970 show that with increasing availability of contraceptives, poor black women will choose to have approximately the same number of children as would whites. The birth rate among poor blacks is falling even faster today than the birth rate for more affluent whites.

If population stabilization seems to be a wiser course, what should the nation do about it? First, we will have to agree on stabilization as a deliberate public policy. Sen. Alan Cranston (D-Calif.) and 33 other members introduced a Senate resolution to this effect, which so far has only reached the hearing stage.

At the current rate of fertility, the population stabilization level—the two-child family average—could be approached if all families have only the children they want to have. A series of studies over a period of years shows that about 15 percent of all births between 1966 and 1970 were not intended, according to their parents. If the day is to come when only intentional births take place, it will only come when the nation is willing to improve sex and population education, expand family planning services and spend more money on scientific research. At the moment some extreme right-wing organizations are attacking sex education in the schools on the basis that teaching youngsters about sex will lead to promiscuity. There is absolutely not one bit of evidence to justify this conclusion.

Family planning services are already being expanded, and so is scientific research—both under legislation passed by Congress in the past few years.

One indispensable condition is to guarantee freedom to parents—all parents, rich and poor, black and white—to make their own choices on family size. Unfortunately, a couple of states at one time or another have tried to force smaller families on welfare recipients, which is completely foreign to our basic democratic philosophy and an invitation to a charge of genocide. When it comes to family size, coercion has no place in a democracy.

One of the most controversial elements in the population problem is the question of legal abortion, which is now available on a broad basis in only four states. Actually, abortion has little to do with population growth in this country. Those who favor abortion do so in the belief that women should have control over their own bodies. Those who oppose it believe that once conception has taken place, a life has been created which no one has the right to destroy. But legalized abortion is not intended to serve as a population control measure and where legal abortion has become available the principal consequence until now has been a reduction in illegal abortions.

Demographic impacts stem not only from the growth of population, but also from its distribution. Twentieth Century distribution trends in the United States have magnified the effect of growth. In 1900, 60 percent of all Americans lived on farms or in small towns. Seventy years later the proportion is more than reversed; 69 percent live in metropolitan areas.

Much of this has resulted from migration of people from rural to urban areas, largely because of the revolution in agricultural technology, but at present about three-quarters of the continued growth of our metropolitan areas comes not from migration but from natural growth, or more births than deaths. In other words, unless we can reverse the migration trend—which is highly unlikely—the die of continued metropolitan concentration is already cast.

A different kind of migration in recent decades may have even greater significance. That is the migration of people, mostly whites, from the central city to the suburbs. As a result, nonwhites now account for 22 percent of the population of central cities and that figure is projected to rise to 40 percent by the end of the century. It appears from these figures that the principal impact of the demographic changes in past decades has not only been concentration but also segregation.

The effect of these trends—concentration and segregation—has been felt on both city and country. Despite national population growth, one-third of all the counties in the United States lost people in the last decade. And the problems have continued to mount in the cities. But so long as people continue to find economic opportunity and social and political advantages in metropolitan areas, they will continue to live in metropolitan areas. Meanwhile a lot of things could be done to alleviate the consequences of metropolitan living, such as expanding planning on a regional basis, opening up the suburbs to people of all economic levels, helping in the development of new growth centers—and stabilizing population growth.

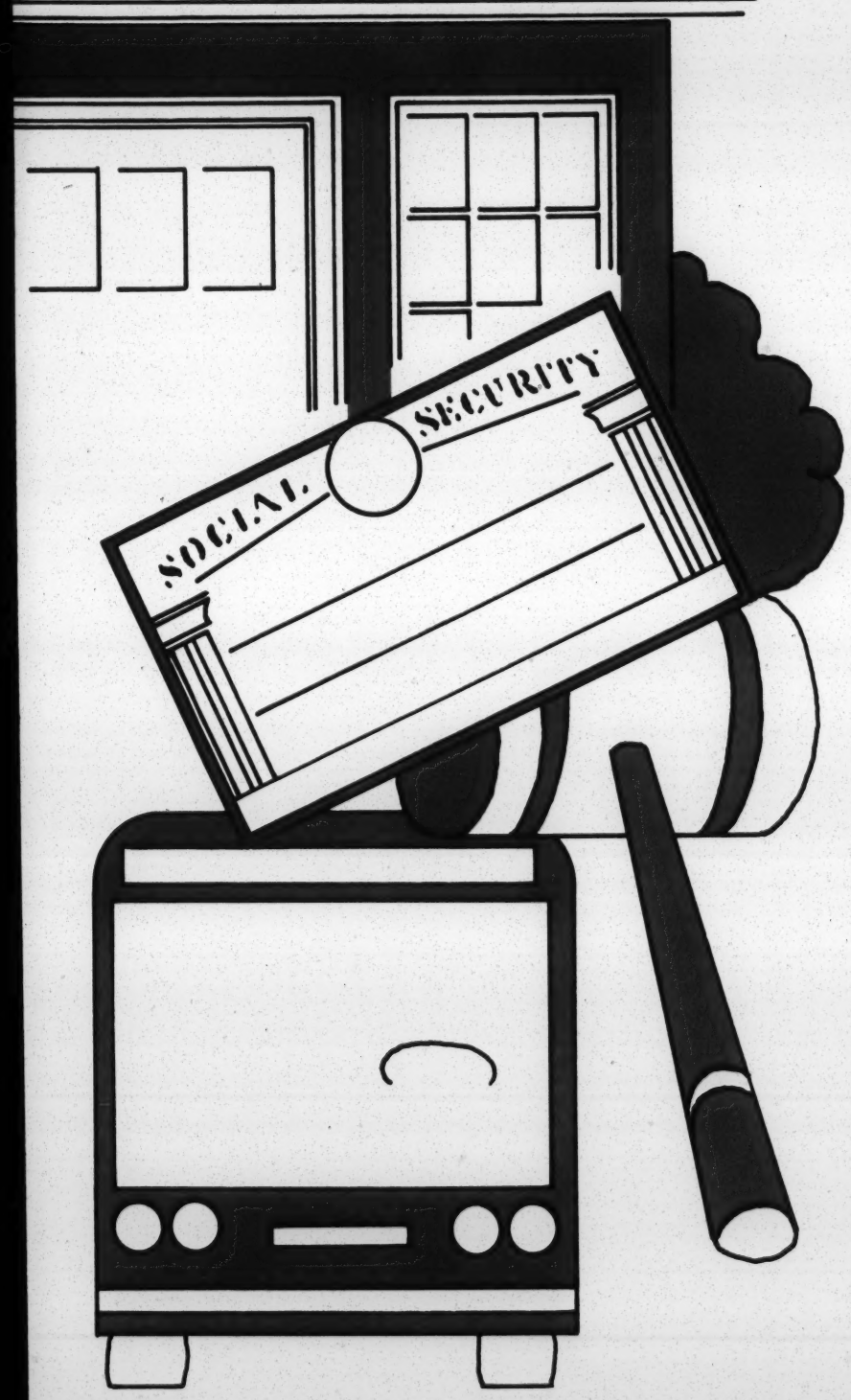
Another question is population density, or do crowded living conditions change people? The limited experimentation in this area hasn't produced any solid answers as yet, but it appears that density at current levels does not have much effect on people socially or psychologically. And as a matter of fact, in some other nations, the level of population density has risen far higher than in the United States, without noticeable ill effect.

As was indicated, not all population growth comes from the surplus of births over deaths. Immigration today provides about 20 percent of our annual growth. But immigration is a peculiarly productive kind of growth from an economic standpoint, since immigrants are usually adults, often with needed skills or talents and they support rather than overload our economy. Permitting continued immigration also conforms to our long humanitarian heritage, which few people are willing to jettison. As a result, a majority of the commission, although fervently supporting population stabilization, felt that achieving it by reducing immigration would be counter-productive.

Summing up all the facts about population, perhaps the only conclusion which should be reached is that it is not a time for extremism or hysteria. We used to think that growth went along with progress. That philosophy belongs to the past. But neither is the opposite extreme justified—the extreme of crying for population to come to a screeching halt, which is impossible anyway. The answer is to aim for a stabilized population through voluntary means.

As the commission's report summed it up: "Slower population growth can contribute to the nation's ability to solve its problems—by providing an opportunity to devote resources to the quality of life rather than its quantity and by 'buying time,' that is slowing the pace at which problems accumulate so as to provide opportunity for orderly and democratic solutions."

LABOR'S RETIREES: AN EMERGING FORCE



For many Americans, the dream of enjoying the golden years of retirement is tarnished by the threat of poverty. Inadequate pension checks and Social Security benefits won't stretch beyond basic living costs.

The needs of retired workers have long since prompted unions to place pensions and health insurance for retirees alongside the goals of decent wages, hours and working conditions during the union member's working life.

In recent years, the discontent with inadequate retirement income levels has prompted retired workers to band together to work for improvements. One of the vehicles has been the retired members' clubs, which have evoked a growing response within numerous unions.

These clubs provide a wide range of services to their members, but also enable the members to serve their communities through volunteer programs. Many clubs have developed into solid voting blocs to effectively lobby in local and state governments to improve conditions for the elderly. On the national level, the clubs are allied with the 3 million-member National Council of Senior Citizens, which works in their behalf in cooperation with organized labor and other liberal groups.

Local efforts in a number of communities have brought about lower bus fares and property taxes for the elderly, free concerts and movies, cut-rate vacation trips, reduced prices on medicines and other benefits for their members.

A growing number of unions are stressing the organization of clubs for retirees to complement their retirement programs. The list includes the Machinists, Steelworkers, Ladies' Garment Workers, the International Brotherhood of Electrical Workers, Painters, Electrical Radio and Machine Workers, Communications Workers and Auto Workers.

The 1969 AFL-CIO convention called for federation affiliates and state and local bodies to:

- Establish active retired members' clubs and to affiliate them with the NCSC.
- Undertake pre-retirement planning courses that will better prepare members for retirement during their working years.
- Work with retiree centers to help meet the needs of older people for education, recreational activities and social relations.
- Support national, state and local programs bring-

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Poverty-Rural

AMERICAN FRIENDS SERVICE COMMITTEE

160 North 15th Street
Philadelphia, Pennsylvania 19102

6052

REPORT

PREPARED FOR

NATIONAL ADVISORY COMMISSION ON RURAL POVERTY

February 15, 1967

Mr. Chairman and Commission members: My name is Barbara Moffett. I am Secretary of the Community Relations Division of the American Friends Service Committee. I am accompanied by Eleanor Eaton, Assistant Secretary of the Division, responsible for rural programs, by Pamelia Coe, National Indian Program Representative and by William Channel, Director of our East Coast Migrant Leadership Education Program. I appreciate being asked to present this testimony on behalf of the American Friends Service Committee. I speak for that Committee and for many like-minded Friends. However, no single body can speak officially for the Quakers, The Religious Society of Friends.

The Experience From Which We Speak

The American Friends Service Committee (AFSC) is this year celebrating its 50th Anniversary. During these 50 years the Committee, through its volunteers, its committees and its professional staff, has been involved in efforts to help rural people find a way out of poverty and deprivation in literally hundreds of communities around the world. For some, such as the peoples of Korea, Algeria, or the Gaza Strip, poverty was exacerbated by war or revolution. Some had never been far from starvation as are so many of the villagers of India and Mexico. In the United States, self-help and community development programs among textile workers in North Carolina, unemployed coal miners in West Virginia and Pennsylvania and Negro farmers in South Carolina date back to the 1920's.

Currently, through our Community Relations Division, we have staffed field programs among farm workers, settled and migratory, in Tulare, Fresno, Ventura and Kings Counties in California, as well as in Florida, New Jersey, Pennsylvania and New York; we have staff at work with the San Carlos Apache Indian Tribe in Arizona, with the Northern Cheyenne Tribe in Montana, with various tribes in southern California and in the state of Washington, and at Intertribal Friendship House, serving members of over 90 tribes who have sought employment and a new life in the Bay area of Oakland and San Francisco, California. In North Carolina, South Carolina, Georgia, Alabama, Mississippi and Louisiana, AFSC staff is in close contact with rural Negroes and in Texas with Mexican American families who are seeking to break out of the syndrome of poverty and discrimination. It is on the basis of this extensive and continuing grass roots experience that we speak today.

Rural people are, in the main, scattered and unorganized, unable to exercise influence for programs comparable to their need. Rural areas have to date

presented no serious threat to the peace, as has violence born of despair in the cities, but mass violence is just below the surface in some rural areas. Furthermore, the use of violence and the threat of violence to discourage rural people from exercising their rights and improving their condition is documented over and over again in southern states.

Statistics show the degree of unemployment and underemployment in rural areas, the urgent housing needs and conditions, low income levels, the lack of public and private services that characterize most rural areas, and the patterns of forced migration which so clearly link the problems of rural and urban poverty.

The disparity between the needs in rural areas and the size and number of anti-poverty, manpower and welfare programs in rural areas and for rural people are also well documented.

We will, therefore, concentrate in this testimony on suggested remedies for specific human needs with which our various programs have sought to deal. As we said in testifying before the Special Subcommittee of the House of Representatives Committee on Education and Labor in 1964 when the Economic Opportunity Act was being drafted, "There is no poverty in the abstract, only poor people, with many problems..."

What We Recommend and Why

I. Congress and the Executive Branch of the Federal Government must commit themselves to an attack on poverty which recognizes the need for broad Federal planning and policies designed to bring Federal benefits to all citizens, massive Federal resources both of funds and of technical assistance directed to the rural poor, and maximum development of local

leadership and organization through encouragement of independent, locally initiated, and administered programs operating in accordance with Federal policy.

The war on poverty has been both piecemeal and puny. It promises to be even more so in the year ahead, with cutbacks in funds, especially in the rural sector and an apparent lessened Federal commitment to deal with the related issue of racial discrimination with its resulting inequality of access to the benefits and decision-making centers of our society.

We deplore the trend in Congress and the Office of Economic Opportunity to back away from programs which stress the organization of the poor to solve their problems in innovative ways. Limitations on funds available for community action programs and emphasis on pre-packaged programs that eliminate local leadership involvement are in our view a serious step backward in the war on poverty.

Our experience demonstrates that in rural areas where those in need and those with on-going relationships with them have themselves organized and implemented programs according to their own needs as they see them the climate of despair turns to one of hope. Leadership has developed and improvements been made.

The recognized success of CAP programs on some Indian reservations are notable examples of this development of the local leadership so desperately needed as one element in the nation's war on poverty. Our staff working among the San Carlos Apache Tribe writes that at San Carlos the predominant attitude of the people on the reservation has been, "What's the use?", "Even if we did this, no one would listen," "We can't really do anything about it anyway." With the advent of a CAP program of considerable scope which involves the Indian poor, supported by the local power structure (the Tribal Council) and predominantly staffed by Indian people, things have changed. There is continuing interest. Volunteers

meet weekly, self-help projects are initiated and carried through. Some of these self-help projects, for instance the Tribal newspaper and the Neighborhood Youth Corps projects, are expansions of work started initially by local people with AFSC assistance but without adequate financial base. Others are new.

On the other hand, "top down" implementation of programs, without full participation of those whose needs programs are designed to meet, has not been successful. Channeling of programs through previously uninclusive and undemocratic bodies has also often defeated their purposes.

An adult education program at San Carlos, using VISTA volunteers working under the direction of Indian committees, was successful. When the program was taken over by local school districts, notably unrelated to Indian interests, Indian participation quickly disappeared.

A Head Start program on the reservation provided a real opportunity for Indian parents to become involved in the process of learning their children are undergoing. A threat to put this program under the state school system is viewed with alarm, our staff reports. Parents feel they will lose their voice in the program.

In Mississippi, the involvement of poor parents and adults in the Head Start programs of the Child Development Group was so basic and thorough that when funding was withheld these people, poverty-stricken in the extreme but rich in leadership qualities, continued many Head Start programs on a volunteer basis rather than turn them over to others or let them die. Holmes County in the same state provides an example of what we mean by the value of local leadership development and organization. Here there is not only a climate of hope but a thriving community center, an emerging cooperative, cooperative home building, and a growing potential for cooperation between the poor and those economically more successful, both Negro and white.

Contrary to its intention, the OEO requirement of a broadly representative organization prior to program development and funding has stymied local initiative and participation by the poor. This is of course particularly true in areas of intense racial discrimination and segregation, not only in the South but in rural areas in other parts of the country as well. White and Negro participation as equal partners in an attack on poverty is not feasible in many areas and insistence upon broadly representative groups in such areas results in very little action against poverty.

In the Black Belt counties of Alabama there is not one Community Action Program and only two OEO funded efforts -- these funded under Title IIIB in Lowndes and Wilcox Counties. As one Negro leader in the area put it, "You either have to 'Tom' or lie to get a program." Alabama ranks 11th in number of rural poor; it is 23rd in the amount of OEO funds received. Most of these funds have gone to urban areas.

A successful attack on poverty in rural areas must include policies and programs which will develop rural leadership and enable it to stay on the scene. This will take the combined efforts of the many governmental agencies which impinge on the problems and lives of the rural poor.

In many instances when local leadership has emerged in southern rural areas, political, economic, and hostile social forces have combined to "encourage" such leaders to emigrate to northern and western cities regardless of their ability to adjust to urban society. Young people, from the south, from Indian reservations, from Spanish-speaking villages in New Mexico, from rural South Jersey, frustrated in efforts to get jobs or a decent education, have, sometimes with encouragement from their parents, sought their future in urban areas. Others seek status and good pay in the armed forces. Leadership is being drained off.

We would like to cite ~~two~~ specific instances here--~~one~~ in a rural southern county and one from the San Carlos Apache Indian Reservation in Arizona.

In a Mississippi county, a Negro family, leaders in their community, had applied unsuccessfully to a federal agency for assistance in securing their own home. In discussing the case with one of our staff, the government official suggested that instead of trying to improve their situation locally they should go to Detroit "where with his skills he could earn $3.25 an hour."

Our staff in San Carlos, Arizona writes: "The Bureau of Indian Affairs has had for over ten years now a program of relocation (now called Employment Assistance) of Indian people to major urban areas for employment. The BIA aggressively recruits the most acculturated, those who can best adjust and those with the greatest leadership potential. The leadership gap on the reservation is obvious. The Bureau of Indian Affairs fills the leadership gap with non-Indian or non-Apache leadership.

"The lack of jobs (75% unemployment) on the reservation does not encourage leadership to remain or develop within the community and thus hinders true, balanced community development.

"The leadership gap is evident at San Carlos when it is seen that not one single Apache college graduate is on the Reservation. The problems of locating secretaries, accountants, etc. from the Apaches to work for the Tribe are compounded by the competition of salaries which can be offered them by the BIA or in the cities. The gap in community leadership below the Tribal Council level results in most problems being funneled to the Tribal Council for solution. In addition, there is frustration in the community of not being able to get what they want done, of having to rely on non-Indians to get leadership, and of breakdowns in efficient management of tribal assets for the benefit of the community."

Two final thoughts on local leadership development and local responsibility. Some local leadership may fail or be misguided. We should expect a degree of failure. Successful local organization to meet the problems of the poor will find local opposition from those who have been comfortable with the status quo. This should be expected and local groups encountering it should be sustained by the commitment of the Federal Government and the nation to a successful attack on poverty. It will not be without its tension and conflict.

II. The opportunity to earn a steady income and participate in decisions affecting the nature and availability of such income is an urgent need of rural low income people. This means access to the means of production and equal access to jobs.

A. Land for farming and supplementary income

The current advance in agricultural technology, the ASCS programs which benefit the large land owner and give little if any benefit to the small holder, the tenant farmer, or sharecropper, the lack of enforcement of the 160 acre water law (Reclamation Act of 1902), the cost of equipment, marketing difficulties and the population growth whereby more and more farm land is being bought up for housing developments, make small holdings almost impossible to acquire or maintain.

The small farmer, whether owner or renter, has virtually disappeared in south Florida, California, Texas and many areas of the mid-west. He is rapidly on his way out in the southern states because of lack of access to land related resources. Today, with the growing world need for food, the great number of people who know how to farm and like to farm but have not

the skills for other work should not be cast aside. It is not enough to say "the family farm is uneconomic and is on its way out."

Our program experience attests to the needs and ability of such people. The migrant streams and the ghettoes of our cities are crowded with families deprived of access to land as a means of production. And once these people are so uprooted, they become more and more poverty stricken and the escape hatch becomes more tightly closed. [The growing number of people in tent cities further attests to the unavailability of land.]

We urge ~~this commission to~~ consider the needs of people now, not a theoretical situation 25 years from now. (One Federal official said to us, "We just have to forget these people; there is no help for them until they can draw their Social Security ten years from now.")

We do not suggest a return to 40 acres and a mule. We do suggest a reexamination of government owned land policies and an exploration of the potential for an inclusive homesteading act, whereby land for farming, small industry, and housing, equipped with water, sewage and street financing, can be made available to low income rural people.

We recommend a program that will make available modest land holdings for farming through subsidy or tax incentives or long term interest free loans, coupled with locally based programs of research and experimentation on intensive farming that will demonstrate what crops are high yield and require high labor input, can contribute not only to the world's food needs but to the elimination of poverty and dependence. How can we make maximum use of our human as well as physical resources?

Our California staff writes on the basis of AFSC work and experience there:

"Small acreage farms can thrive in California, but heavy equipment investment is needed. Thus, capital funds, improved access to land, water and agricultural advice are needed.

"Farm labor families in areas where inadequate annual labor demand exists could supplement annual income through part time farming, as many now do. This would tend to stabilize the labor force as well as improve living standards. Such opportunities, if made available extensively, could reenliven rural communities, form a basis for the establishment of small processing and service enterprises, lessen the influx of untrained, impoverished people to cities, and give new opportunities to farm laborers who because of age, language and cultural barriers, lack of education, have nothing to gain in the city.

"Many large holdings in the San Joaquin Valley are far beyond the size of optimum efficiency. New irrigation developments there are coming into prime agricultural lands where, without adherence to the provisions of reclamation law, the benefits will all accrue to large land companies. The reclamation law is not being enforced. The DiGeorgio Corporation in Kern and Tulare Counties signed recordable contracts ten or more years ago to divest itself of excess land. Recently it sold some tracts, presumably complying with the law, but the land sold at prices between $2,000 and $3,000 per acre (the going price for land in full production with grapes, olives, or citrus) whereas reclamation law requires that excess land disposed of must be sold at dry-land prices. Enforcement of the law in this manner does not actually make land available to small, independent producers as was the intent of the law.

"The re-establishment of an extensive system of small holdings dedicated in

perpetuity to agriculture could go a long way toward conserving land. California is a major agricultural area, yet it lost over one million acres to urban use since 1942, and at present rates will lose another 1½ million acres out of a total of eight million by 1972."

Coupled with this is the need for fair adjudication and protection of water rights for the rural poor. For example, in northern New Mexico small previously productive farm holdings are often no longer viable because of the diversion of water to corporation farms and industries in the southern part of the state.

Threats to the water rights of Indian people are frequent. In southern California we have worked with the Soboba reservation which is the only landholder in the "take area" not yet compensated for water taken by a new metropolitan Los Angeles water conduit system built about thirty years ago. There was an abundance of good water on the reservation when the system was built; the present water supply is greatly inadequate and the best compromise now possible is probably that the metropolitan water system would allow the reservation to tap into the metropolitan system without charge for the hookup, after which the reservation would have to pay for water, which they had available free and in abundance originally. Other land in the area, for which compensation has been made, is now well watered productive farm lands. The reservation is barren and unproductive.

This is only the most dramatic of the water problems which plague almost all the reservations and rancherias in southern California.

Indian reservations throughout the United States have had great difficulty in establishing their right to water for agricultural and recreational development. The Bureau of Indian Affairs, which is trustee of the land and

has been reasonably vigilant in conserving the land base itself, has been so lax in protecting water rights that it was a matter of great surprise when the Superintendent of the Fort Apache Indian Reservation in Arizona actually championed the Tribe's right to develop a lake on their own land, in the face of opposition from the powerful Salt River Water Users Association.

Currently at issue are the water rights of the Pyramid Lake Tribe in Nevada, who own a magnificent wilderness resource which is losing water at a rate which threatens the existence of the lake and limits its potential as an economic resource.

B. Capital and direct loans at little or no interest for farm improvement are a major need. Administrative rulings within the Farmers Home Administration, and inadequate appropriations weaken the potential of the Farmers Home Administration to help the rural poor. We suggest a re-examination of the Farm Security Administration program of the 1940's whereby 60 acre farms complete with house, well, land, 20 acres clear and 40 acres wooded were sold to displaced tenant farmers on 40 year mortgages. In Holmes County, Mississippi, many such farms begun in this way by Negroes are today viable and provide stable community leadership and a sound tax base.

We know a family in a rural Alabama county which had been successful tenant farmers for some years. On January 1, 1966 fire bombs (presumably designed to get the parents to withdraw their children from the newly desegregated school) destroyed their home and all their possessions. This farmer, in addition to providing for a family of 12, had been able to save enough cash from his tenant farm operations over a five year period to pay $3,000 towards the $3,750 needed to purchase 40 acres of farm and timber land. After the

fire he applied to the local Farmers Home Administration for a farm development loan and a loan to build a house. His ASCS cotton allotment was 3.4 acres. He was refused a loan for his house on the grounds of insufficient income. He was given no farm development loan, only the pious hope from a top USDA official that "they could increase their income."

Private funds for housing and farm improvement are not available. No initiative is forthcoming from the USDA to help the family make their 40 acres viable through intensive farming, wise use of timber, etc. We can cite similar examples of lack of positive, coordinated assistance to low income Negro farmers in other southern counties and states.

We, therefore, strongly urge this Commission to reevaluate the ASCS and other policies of the USDA as they affect low income farmers, both in terms of allotments and services.

In many cases the legislative authority exists by which executive agencies can meet the challenges of rural poverty but, too often, bureaucratic rivalries, lack of coordination and lack of determined, imaginative staff work at the local level frustrate and negate this authority.

C. Small, locally relevant, nondiscriminatory industry is an urgent need. We recognize that this will require federal planning, low interest financing, perhaps some subsidy and a coordination of federal, state and local efforts in a cooperative spirit to provide the land, the power, the public services and roads. On-the-job training programs can in most instances be provided either by the industry itself or by small specific short term efforts.

Rural areas have resources to offer small industry. Clean air and water

and a labor pool are some of those. We suggest, however, that the focus of the Commission's recommendation be not primarily on what industry needs but on what the people and the area need. National planning is needed. National planning that will give the poor and underemployed access to the means of production is as logical as national planning of recreation areas, highway systems, etc. We were told that one agency of government could not assist a group of individuals to utilize land they had secured for home building because there were no jobs nearby and they might have to move for employment.

Private efforts are struggling against great odds to create such job opportunities. The successful creation of a silk screen operation in Taliaferro County, Georgia, providing jobs for over 25 people would have been greatly facilitated by federal assistance. But here, as in rural areas of the Northwest, the urban mentality and orientation of the Small Business Administration has limited assistance from that source. The Economic Development Corporation appears to have more understanding of rural needs and opportunities and should be strengthened. But again this resource has not been available to a local group of people in Greene County, Alabama who have developed a cement block factory which will not only provide materials for self-help housing projects but is developing a commercial market at a competitive cost.

The Bureau of Indian Affairs economic development effort is praiseworthy in its effort to develop industry on reservations, but the effort has been hampered by lack of investment of private capital in Indian enterprises because of special restrictions on Indian land. Some 50 industries have been attracted nationwide, most of them requiring fine hand-eye coordination in which Indians have excelled because of their crafts tradition.

Tax breaks, factory construction and many other gimmicks are being used to lure northern industry to southern cities. We suggest that economic incentives to the poor themselves to establish and develop relevant industries in rural areas deserve serious study. The placing of government contracts to industries in or accessible to rural areas should be aggressively pursued. The Federal Government through its contracts has the power to encourage or require subcontracting to areas of rural need.

D. Special Indian hunting and fishing rights should be protected. Such rights, often mentioned specifically in the treaties whereby Indian tribes ceded large portions of the United States to the Federal Government in return for certain services and undisturbed enjoyment of the small remaining proportion of their land and property, are under attack today in many parts of the country, notably the Pacific Northwest, the Great Lakes states, and Oklahoma. To local game and fisheries enforcement agencies the existence of a group of citizens with special privileges may seem to pose an intolerable obstacle to the development and enforcement of a rational conservation program. However, in our experience, Indian groups, particularly those which still depend in large measure for their subsistence on hunting and fishing, are more aware than most non-Indians of the vital importance of conservation of game and fisheries. Approached in a cooperative rather than a punitive spirit, they will take advantage of opportunities to improve their hunting and fishing resources.

The AFSC recently conducted a survey of the controversy over off-reservation fishing rights of Indian citizens in western Washington state. From talking with a large number of concerned Indian people, as well as the appropriate state and federal officials, the AFSC drew conclusions and

recommendations which we believe would apply broadly in any situation where treaty-based hunting and fishing rights are being threatened by non-Indian interests.

Our preliminary report is attached to copies submitted to the Commission. We draw your attention particularly to pages seven and eight, points II, B through F, and III, A through F. Additional copies are available on request.

III. The nation must address itself in earnest to the "goal of a decent home and a suitable living environment for every American" set forth in the Housing Act of 1949. In the rural areas of America shelter is a problem second to none. It is composed of such factors as lack of access to land, unavailability of loans, and requirement for local housing authority or local government approval of public housing projects. The problem is compounded by the prevalence of employer-owned housing, which puts severe restrictions on the freedom of farm workers.

The sit-ins at the Greenville Air Force Base in Mississippi and the subsequent tent colony in Lafayette Square in Washington temporarily dramatized one of the major aspects of rural poverty...the need for adequate shelter. Our experience in rural areas confirms this need. We see daily in human terms the need in California for 730,000 units of housing and the need in Mississippi for 100,000 units.

For farm workers employer-owned or controlled housing creates a condition of 20th century serfdom. Freedom to seek change in working conditions, to participate in community activities, to receive community services, to register to vote, to enroll children in the school of your choice, to change your job become myths. The threat of eviction and loss of job prevails.

Our experience not only in the Deep South but also in Florida, California, North Carolina, New Jersey, and Pennsylvania supports this statement.

AFSC workers have on a number of occasions been ordered to leave camps where they were conferring with farm workers. In January of this year staff members were ordered off of an FHA-financed camp, now under the control of a large labor contractor, where they just had scheduled a meeting with a small group of workers. Our Chester County, Pennsylvania, staff has been refused admission to grower controlled housing to talk with mushroom workers.

In New Jersey, an AFSC worker was arrested by a farmer and held at gun point by him until state troopers arrived, after he had been invited on to the camp by the crew leader to help some of his people fill out social security applications. The charges were later dropped.

Eviction was resorted to extensively in the Delano, California strike.

In North Carolina, after farm laborers had been two weeks without work, it was determined by the Welfare Department that there was near starvation in certain camps and that U.S. Government surplus food was needed to alleviate the situation. Farmers exerted enough pressure to force the Welfare Department to reverse itself, and the U.S. Government surplus food was denied. A number of churches provided the necessary food. But a farmer let it be known that he would shoot anyone who tried to get on his farm to distribute the food.

In addition, residents of housing enclaves on grower property are often denied the benefits of public health services, and community and other workers are prevented from communication with them.

When a camp is on the property of a private farmer he exerts his right to deny entry to anyone whom he pleases. In Florida, the Department of Health was denied

the right to hold a clinic on one farm until the son of the farmer convinced his father that it was a good thing.

Employers often excuse low wages because "housing is provided," though too often the housing is inadequate and may have cost the employer nothing for many a year. The worker should receive his payment in wages.

Growers and farmers frequently resist community efforts to build community owned housing for migrant workers because of their need for a "captive" labor force. A recent headline in the Miami Herald (10/2/66) reads: "Protests May Kill Farm Worker Housing Project: Pahokee Landlords Organize."

In some southern communities eviction is openly used as a weapon in driving the Negroes out of the county and state to northern and western cities. Community development and basic education programs, cooperatives, credit unions rarely reach the "plantation Negro." Rarely does he become a part of voter education programs, training programs, etc. Why? Because of the threat of eviction, potential or actual and because there is no place else to go. One plantation family we know well spent a year and a half seeking to buy, rent or find land to build on within the school district where their children were enrolled and doing well. Fear kept fellow Negroes from renting or selling; the white community presented a united front, again partly from fear of a few.

The evils of employer owned and/or controlled housing are not squarely faced or even recognized by some. Already in the 90th Congress a bill has been introduced to provide "rapid tax amortization for farmer-owned housing for farm workers." Its sponsor is a real friend of the rural poor but such legislation perpetuates and expands a basic cause of rural poverty. All such tax gimmicks and special loan programs to individual farmers for farm labor housing should be ended at once.

The shortage of independent housing in rural areas is acute. Need for shelter has high priority. One AFSC staff member working in rural areas writes: "I used to feel that housing problems were second only to wages in the farm labor field. I am beginning to feel they are now equal, not secondary." And wages often depend on housing. A farm laborer in Pennsylvania got a job offer at wages three times his present earnings. He couldn't take it because there was just no independent, non-grower controlled housing available.

Our California staff writes that people who live in grower-owned housing may reduce their potential annual employment by as much as one-third because they cannot readily work for other employers.

Three large camps built in Florida with Farmers Home Administration loans to a person who applied as a "nonprofit corporation" have been frequent violators of health regulations and on occasions been closed down. The original owner now subleases sections of the camp to individual farmers in the area. The farmer uses it to house workers who are working for him. If they want to work for someone else, or change jobs, he can force them to give up housing so that he can have the house available for someone else who will work for him at wages he wishes to pay. If a man has a family and no prospect for other housing he may be forced to accept inferior conditions.

The requirement that some federal housing programs of the Department of Housing and Urban Affairs can only reach an area through a local housing authority, in rural areas not usually very enlightened, prevents many needy persons and areas from benefiting from these programs.

In California such Authorities may be established by a local governing body (City or County Board of Supervisors) through appointment of Commissioners. Commissioners often have practically no relationship with the people needing their

services, and they are relatively immune to public pressure. They act as a power unto themselves, and as experience in Tulare County suggests, it is difficult to force elective governmental bodies to exercise control over them.

Federally assisted rural rental housing is blocked in Chester County, Pennsylvania because of the requirement that the local government (township) invite or approve and that the housing must be in an area with a "workable urban renewal plan." The rent supplement program provided hope for a break through. Private nonprofit groups could build housing, but the rider to the bill making such supplements available only in areas with a "workable renewal plan" again discriminates against rural areas.

Land is a major factor in meeting the need for rental and independently owned rural housing. The Farmers Home Administration can now loan money for the purchase of land as well as for house construction but the cost of land, even the 3/4 acre necessary in rural Chester County or the two acres deemed essential in the rural South, or the minimal plots in California, puts both land and loan at current interest rates out of the reach of the poor.

Income qualifications for loans and inadequate loan funds present problems to the rural poor in search of housing.

To qualify for self-help housing loans from the Farmers Home Administration, rural families must in many cases have incomes above the poverty level, even though from their limited funds those families most needing houses put payment of shelter above all other needs and expenses. At the same time OEO funds for technical assistance for self-help housing groups are curtailed because the income level required by the Farmers Home Administration makes too high a proportion of participating families ineligible for assistance by the war on poverty.

Another block in the achievement of decent housing in rural areas lies in the availability of loan funds. A 1966 Senate Committee recommendation makes it possible for OEO to provide "brick and mortar" grants of $1,500 to low income home builders under Title IIIB. But funds appropriated by Congress are so limited for this title that the authority is almost meaningless. Similarly the housing loan authorization for the Farmers Home Administration is woefully inadequate. In one California project alone, requests for self-help housing loans in 1967 will total $800,000 but by a Bureau of the Budget ruling FHA has only $3,000,000 available nationally for loans to all self-help housing projects in the first quarter of 1967.

American Indians are in a special bind. Their lands are held in trust for them by the Federal Government, and many live on reservation land owned collectively by the tribe. The Farmers Home Administration and most private lending groups require individual ownership.

The Department of Housing and Urban Development has been particularly open to the needs of reservation Indians. Since few Tribal Councils resist the creation of Tribal Housing Authorities, public housing programs on Indian reservations serve as an example of progress in meeting the needs of the rural poor. But in view of the fact that 90% of the housing on Indian reservations is below minimum standards of safety and decency, public housing programs meet only a small portion of the need. Public housing programs need to be expanded and ways found to provide housing for people who don't qualify for public housing assistance. Indians with employment may actually have poorer housing than unemployed Indians, because their income is too high for them to qualify for public housing assistance, but neither can they qualify for conventional Veterans Administration or Federal Housing Administration financing because of their special status.

A. A coordinated attack on the problem of housing in rural areas should have top priority ~~in the recommendations of this Commission~~.

Recommendations should include:

1) the elimination of government support for employer-controlled housing --a version of the "company town";

2) increased authority and appropriations for direct grant and long term low interest (perhaps as low as 2%) loans for land and housing;

3) a 1967 Homestead Act that will make available adequate size land holdings to low income families who seek to build or acquire their own home and which would give landless Indians the preferential status they have now in theory but in fact have not been able to exercise;

4) elimination of the artificial 5500 population ceiling which makes many individuals ineligible for rural housing loans;

5) funding and expansion of the rent supplement program to meet the needs of rural areas;

6) reevaluation of income requirements for home ownership loans including proper assessment of priority given to the shelter and current payments for that shelter;

7) funding of existing authority and increased programs for repair and improvement of existing homes;

8) reevaluation of requirements for Housing Authorities and/or local government approval or sponsorship of housing projects and reconsideration of the "workable urban renewal plan requirement."

IV. Rural education needs to be upgraded drastically if rural people are to have the opportunity to break out of the syndrome of poverty.

Rural schools demonstrably offer fewer courses, less adequate equipment and often limited and secondhand books. Teachers in rural schools tend to have less training and to be more provincial in their outlook than teachers in urban and suburban school systems, and it is difficult to attract well qualified teachers to rural school systems. County school boards tend to set more restrictive policies and engage in little coordinated, enlightened planning to correct the deficiencies of local schools.

These inequalities, found rather generally in rural school systems, are compounded particularly in the South where the dual school system is still the predominant pattern, in spite of the Supreme Court's school desegregation decisions and recent efforts by the Department of Health, Education and Welfare to speed the process of desegregation through enforcement of Title VI of the Civil Rights Act. Most Negro schools in the rural South, for instance, are not regionally accredited and do not offer courses in physics, chemistry, foreign languages and higher math. Instead the emphasis, often expressed in the very name of the school, is on vocational skills which may or may not have a market.

An example of the effects of this double standard in education comes from our program in Florida. We hired a Negro secretary who had graduated from a rural high school and taken a secretarial course at a junior college. She had mechanical ability and intelligence but through no fault of her own, because of the poor quality of the schools she had attended, she was educationally handicapped, unable to recognize words or sentence structure or to spell. She could not make the grade as a secretary and is now doing substitute teaching in the very school from which she graduated, perpetuating a cycle of incompetence.

From our California staff comes the observation that vocational education is limited and stereotyped. "Aside from limited offerings in math and English all that is offered in Tulare County is carpentry, electricity, and auto mechanics, none of which lead to employment. Dairy-hand training is the only class that offers the prospect of employment and the only one that pays a stipend. There are about 20 men in this. In the entire central valley of California there are opportunities for fewer than 100 rural people to enroll in MDTA courses leading to more skilled employment."

Many of our rural citizens are Mexican Americans, Puerto Ricans or Indians, for whom English is not their first language. Individuals who come from homes where English is not spoken or who have not used standard English need special instruction in English taught as a second language. The quality of the instruction they actually receive in rural schools is often well below the average quality of instruction for English-speaking children in the country as a whole.

Rural school systems need further consolidation to eliminate dual school systems and to provide for more modern educational equipment and courses. Particularly in rural areas where average educational attainment is low, schools should serve adults as well as children, keeping in mind that they are adults and thus need instructional materials which will be of interest to adults. Professional educators easily forget that adults who have not had an opportunity for formal schooling are not necessarily stupid and have learned a great deal informally. In rural areas the school often serves as one of the few available institutions capable of serving as a center for community development and should be utilized in this way wherever possible.

Basic education and literacy programs sponsored and funded under Title IIIB of the Economic Opportunity Act have been of real value. Stipends for students are

essential. Massive additional funds for this program are needed.

Where cultural values differ from those of the majority, as among American Indians or Mexican Americans, these values should be respected. Education will fail as an antidote to poverty if it is based on the assumption that current material middle class values are the only ones appropriate to American citizens. Too much of the curriculum in the public schools today is culturally weighted in favor of those who are "in the mainstream."

V. Accessible services, including aggressive employment services, welfare offices, medical, cultural and recreational opportunities, credit and legal aid, are an urgent need in rural areas.

Imaginative programs of the War on Poverty have begun to make some improvements. The recent effort of the Department of Agriculture to provide for regional approaches to the attainment of such services should be implemented on an expanded scale.

A. Some random illustrations drawn from our experience can be duplicated from every rural area we know.

1) There is not one full-time employment office in the rural Black Belt counties of Alabama. You must go to Montgomery or Selma if you have the means of transportation and the cost thereof.

2) One Farmers Home Administration County Supervisor is responsible for Montgomery and Lowndes Counties, Alabama. He spends one half day a week in the Lowndes County seat; the balance in Montgomery County. This imbalance is not unusual.

3) A family in a Mississippi county needing advice and help from the

Farmers Home Administration must travel 15 miles (they have no phone) to discuss their needs and among the reasons given for refusing them a loan was the amount they owed on their car--their means of transportation to available services, food stores and medical care.

4) The inaccessibility of state employment offices in the state of Washington to rural Indians and the requirements of weekly visits to the office to remain eligible for unemployment insurance, makes this program virtually useless to many Indians. Also, because these offices are not accessible many Indians do not report. Therefore they are not counted statistically as unemployed. Thus federal programs, based on statistical rates of unemployment, are not made available to the area...not because the area does not qualify in terms of real unemployment, but because of erroneous statistics.

5) Florida is no better. A staff member writes: "The welfare office in Belle Glade is in a new building, three or four miles outside of Belle Glade, isolated from any population area. No one lives there, let alone any poor. Anyone without transportation must walk the three or four miles to even get there. The Okeechobee Labor Camp is two miles on the opposite side of Belle Glade. They give no cash assistance, only grocery orders. These are given at the decision of the individual case worker. Emergency hospital and medical care for indigents is also provided at the discretion of the department.

"There is a building at the city office in town where the social security people come once every two weeks to receive people needing help. A little over a year ago an effort was made to get the Welfare Department to put someone in that office in town once a week so that townspeople could come there on an appointed day. They refused to consider it. If

they needed help they could get to the office. A woman who had an operation and couldn't work and needed help for her family had to walk out there, got a grocery order for one week, and at the end of that week had to walk back to make a request for another week.

"Other examples are the indigent clinics operated by the Department of Welfare. In Belle Glade they are held at the hospital at noon every day, again isolated and a long walk for those who must go.

"The West Palm Beach clinic has recently been moved from the center of town which is incidentally near a poor area, out to 45th Street, north. People from Delray Beach, 20 miles south must attend the indigent clinic there. An indigent psychiatric clinic is operated in some buildings at the airport, another difficult place to get to.

"By contrast, the maternal health division of the Palm Beach County health department, with federal funds for the purpose, operates a number of excellent Maternal and Infant Welfare clinics in the midst of the areas served and they are swamped. There is a new one in Riviera Beach and one in Boynton Beach. This is good preventive health work, and the people respond because it is accessible. (Seven clinics weekly are held once a week in the different areas of need.)"

This same pattern of inaccessibility applies in Prince Edward County, Virginia and in Tulare County, California to our certain knowledge. We suspect it is a national pattern.

6) In a southern state, a young girl lost her eye because the nearest medical aid was 50 miles away and the cost so high, the family could not keep her there for treatment.

7) In Chester County, Pennsylvania an older man whose feet were amputated because of inadequate heat in his rural home must go monthly to

a central office that is open one-half day a month for his surplus food. Those who might help him are often working and unavailable.

8) From Tulare County, California, comes this report confirming the need for legal services. An agricultural laborer, currently employed pruning grapes at $1.40 an hour was arrested for drunk driving on January 14. He paid $55 for bail bond and appeared in justice court on January 25 for arraignment. A friend came to court with him to translate. This being a first offense the friend advised he needed no attorney and should plead guilty. The man did so and was fined $289 which he could not pay so he was sentenced to 50 days in the county jail. Conference with the judge and the sheriff could produce no moderation of the sentence, although it is usual to allow people to pay fines on time. The legal service association could not take the case because they are precluded from criminal matters. The public defender cannot enter the case because the judge did not assign it. The man's rights are presumed to have been protected because he was told he could have legal counsel if he wished.

Why do rural areas seem to get by-passed in terms of such services? We believe in part this is due to point No. 1 above in this testimony--the lack of active organized local leadership. If the Federal Government is serious about attacking the causes of rural poverty and migration to the cities by people ill-equipped to cope with the problems of urban life, major support should be given the development of rural community leadership and organization.

B. <u>What is needed</u>:

1) A dispersal of services and/or community service workers into

outlying areas (branch offices, community workers on a regular schedule, even visiting homes) is important.

The employment service needs to actually go to the people, especially to those who need encouragement after years of experiencing failure or rebuff. Employment services need to be more employee-oriented in getting employers to accept and work with employees who need special counseling or who may come from a different ethnic group.

Welfare services need to be more than grants, but also counseling, intensive working with the people in their home environment, not in an office. People have many family problems, but view the welfare worker as mainly a source of money.

Medical services needed include more home care.

Legal aid is universally needed. Legal aid programs should be strengthened by provision for licensing of legal aides who would not need to be admitted to the bar or have a college degree, but who would be required to have some legal training and mastery of certain knowledge.

In this connection, our experience with teacher aides, nurses' aides, health aides, and community aides has indicated that indigenous workers are often far more knowledgeable and wise in these areas of human relations than outsiders, and that the local people can be taught the necessary skills to operate effectively. These "sub-professional" jobs can provide a way for the poor to get into service jobs which are meaningful, which make a contribution to our society and provide a way out of poverty into leadership. Such "sub-professional" workers should have opportunity for further study and in-service training, so that they can

move on to even more responsible roles. We urge government at all levels and professional associations to review laws and regulations which might be changed to provide easier entry into the professions of poor people with the special social skills needed so much by our society at present.

2) Review or Appeal Boards, including the poor in their membership, should be established where poor people could have some recourse or means of appeal. Many local offices providing services are under the control of those with a stake in the status quo who sit in judgment on those applying for aid, a process so degrading as to destroy easily a person's belief in himself.

3) Mobile health, employment and welfare units on a regular weekly schedule are needed.

4) The urban orientation of most service agencies must be recognized and a conscious educational effort made to recognize and appreciate the needs and problems of unorganized, dispersed rural people.

5) Our Los Angeles staff suggest that there should be established in rural areas from which major migration to urban centers is known to occur, mobile referral centers to provide information and orientation to urban life to would-be migrants.

6) The experimental Tuskegee Institute Community Education Program (TICEP) at Tuskegee, Alabama should be studied and adapted for use elsewhere.

VI. Expanded, nationally uniform and equal coverage under social welfare laws would do much to break the back of rural poverty and stem the tide of migration to communities, jobs and states where benefits are more equitable and secure.

A. All forms of employment should be covered by social security and benefits should be increased to provide its beneficiaries with an income above the minimum poverty level. Farm workers today, whether tenant, migratory or settled, get no pensions, work at wages insufficient for daily needs, let alone savings. Yet present laws for coverage and the nature of their administration mean that this major rural poverty group are in large measure excluded from full benefits of social security.

The President's request for increased social security benefits and for the use of supplementary Federal funds provides an immediate opportunity for a strong effort to improve the coverage and administration of this vital tool for alleviating poverty without having the degrading means test attached. For rural people social security is most needed and least available. The farm worker is the most systematically cheated out of this benefit.

Some farmers in Florida, for example, collaborate with crew leaders to switch crews before the minimum number of days worked for one employer is accumulated by the workers. Other farm workers and crew leaders deduct the payments and pocket the deductions without even bothering to get the social security number of the worker.

From our Chester County, Pennsylvania program we can document the case of a mushroom grower who up to 1964 never withheld social security from his workers and offered the worker who protested a small pay increase as a substitute. Through the efforts of a local citizens committee, this grower now

covers all his workers. But alert citizen groups are not always at hand to protect the rights of all citizens.

In southern Florida we have ample evidence of evasion of even the limited social security coverage required. Men and women who had worked as much as 30 years in the migrant stream had either no recorded payments or figures below $10.00 for 15 years of work.

Specifically, we recommend:

1) The social security eligibility requirement that farm laborers work a specified number of days (20) for one employer or earn $150 from him be eliminated. Farmers who deduct social security payments from workers' salaries are penalized as was a Farm Workers Co-op in California initiated by the AFSC. The take home pay was less. In an area where pennies are of vital importance, workers selected jobs on the basis of immediate return.

2) Coverage of all workers, including sharecroppers, day hands, by this insurance if the employer has even one worker meeting a minimum requirement of hours worked.

3) The ultimate employer, i.e. in farm work the farmer or grower, not the labor contractor shall be responsible for deductions, record keeping, reporting, and employer payments. Many crew leaders are incapable of keeping the necessary records, they pay cash per basket from their pockets at the end of a row, and they have no permanent base where enforcement officers can find them.

4) More stringent enforcement of the law. Greater zeal is needed on the part of social security officials; for example, field inspections,

surprise visits to farming areas to check up on crew leaders and farmers to see that the law is being obeyed.

B. Coverage of farm workers under unemployment insurance should be mandatory. In a small two county area in Mississippi, all working members of fifteen (15) families lost their jobs after registering their children in the school of their choice--the previously all white school system. No other jobs could be found in spite of great effort. Two of the families with four and six children respectively were entitled to but not receiving ADC. They were near starvation when our staff discovered them. Only small weekly grants from a private fund kept these families alive and in the community where they were leaders. This story is typical of the tenant and sharecropper families of the South who are now being replaced by mechanical cotton pickers, etc. as well as excluded from jobs for racial reasons.

Construction workers in the North work seven or eight months of the year at good wages. During cold winter months when construction ceases they are eligible for unemployment insurance and do not have to exhaust their savings resulting from high employment and high wages. Nor do they have to become migrants in search of work.

Farm workers in Florida work seven or eight months at wages that allow them to live at a bare subsistence level. When summer comes and agricultural work ceases, they must get into a rickety bus, travel from state to state all summer in order to keep alive. One staff member writes: "If there is any group that needs unemployment insurance more than the farm worker, I am at a loss to know who it is." Unemployment insurance would enable the farm worker to remain in Florida for the four or five summer months, would aid him in establishing a permanent home and in the long run provide a far more

stable work force for the Florida farmer.

Our own Farm Labor Co-op experience is relevant. California has an optional unemployment insurance law. It is up to the employer. This Co-op, as employer, opted for insurance but the pay deductions required put the Co-op at such a competitive disadvantage with employers who did not carry unemployment insurance that the protection was dropped. The marginal existence of workers and the hourly pay concept makes voluntary reduction of wages for long term benefit very difficult.

C. Inclusion of farm workers of all kinds under the National Labor Relations Act should be a top priority. In a competitive society to deny the rights of collective bargaining to selected groups is an anomaly that society should no longer tolerate.

The anomaly of this situation is illustrated in Chester County, Pennsylvania where mushroom growing and cultivating is considered farm work and therefore not covered by NLRA, and compost making (an integral part of the mushroom industry) is classified as industrial work and therefore covered by NLRA. Many growers are engaged in both operations. J.B. had worked for one man for several years on the compost operation. He never received overtime pay. He finally complained to the NLRB and was told he was owed over $4,000 in overtime. He tried to collect. His employer said, "Take me to court," then fired him and evicted him from his house.

Most workers put in 60-70 hours a week to support their families. This grower now uses men for 40 hours in compost and then shifts them to the farm operation to avoid overtime. The right of collective bargaining would protect these workers. As individuals they are powerless. Other farm workers are even more helpless in securing their rights.

The argument of employers against coverage on the basis of the perishable nature of crops and harvest time needs seems questionable. As someone noted recently in testimony, there is nothing more perishable than an airline seat. Furthermore, unions in California have hundreds of collective bargaining contracts with canneries and other processors who can be struck at harvest time. Contracts which expire well in advance of harvest time leave ample time for contract negotiation.

D. We recommend that the whole public assistance policy be thoroughly reviewed and re-examined in the light of the goals of the President's War on Poverty; that federal contributions be increased and minimum national standards of eligibility, payment and administration be established pending the enactment of some form of income guarantee. Public assistance payments in many southern states bear no relation to needs and the nature of the ADC administration too often promotes the breakdown of families. In addition, the administration is often discriminatory; red tape and arbitrary decisions impose great hardships on already destitute families. Welfare offices are inaccessible to families with no public or private transportation.

We can document many and varied instances of the inequity and immorality of the present system. We will illustrate from only a few. We commend the Southern Regional Council's recent publication: "Public Assistance in the South" to the Commission for study.

The size of payments should meet minimum standards of need and at least be based on raising the family out of poverty. The situation of one family receiving ADC is a case in point. With six children and no other source of livelihood except an occasional day of cotton chopping at $3.00 per day this family received $31-35 per month. Simple multiplication shows that

even with 30 days work a year, the mother's maximum, her total income would be $510 per year.

Another family writes: "How do you buy food stamps when you don't have any money coming in?"

The red tape, the arbitrary nature of decisions are dramatically illustrated in the story of L.S. Mrs. S. is the legal guardian of five nieces and nephews. She is illiterate. For over a year since losing her job and being evicted, she has gone repeatedly the 15 or more miles to the welfare office for assistance, each time being told she needs additional documents to prove she is related to these children. First it was the children's birth certificates; then their parents' birth certificates and the father has vanished, then the grandparents' certificates, then incorrectly filled out forms. Only assistance from private funds and friends keeps her alive.

Another family was denied commodities because they had $500 in the bank (a loan from a friend to buy land on which to farm).

Payments and benefits should be on the basis of need; not tied to the whim or pleasure of an individual. For example, in some southern states a white man's signature is needed before commodities are made available. Often this signature is secured at the price of working, without pay, for the signer for an indeterminate period.

In Pennsylvania families too old or incapacitated to work drop out of the migrant farm labor stream. One year residence requirements denies them public assistance. Only an active citizens group, providing "charity" enables them to survive this period of ineligibility.

From California our staff reports the problems faced by Spanish-speaking

families, which form a high percentage of the recipient group in some areas, because many welfare personnel have limited ability to communicate with them.

These are but a few instances of the public assistance problem of rural people where no case worker comes to them, and payments are token.

E. Although some farm workers are now partially benefiting from inclusion in the minimum wage law (Fair Labor Standards Act as amended 1966) this is just a beginning. The total working force should be included and minimums should not vary according to occupation, though a period of upgrading for newly covered workers may be necessary.

Farm workers, who are covered, will be guaranteed a minimum of $1.00 an hour in 1967. The President has determined that any family of four earning less than $3,160 is in poverty. At $1.00 per hour a man would need to work 60.7 hours for 52 weeks to achieve the poverty ceiling. But farm work is seasonal and increasingly fewer men find full time work in agriculture. Statistics show that the average number of days worked by farm laborers across the country in 1965 was around 120. These families would have to work not 24 but 26 hour days to rise above the poverty level!

In the Mississippi Delta men and women go out to chop or pick cotton when there is work. Some whom we know found work three to four days a week for only seven weeks during 1966. They worked 13 hours and earned $3.00 to $3.50 a day. Obviously even a minimum of $2.00 per hour would not be enough.

There are three alternatives: (1) pay the worker a minimum of $2.00 an hour and guarantee him 200 eight-hour days of work; (2) pay the worker unemployment insurance; (3) devise a form of negative income tax or guarantee of income. Most workers we know prefer number (1).

VII. The experience of Indian tribes on reservations has both positive and negative lessons to teach concerning rural poverty. We have drawn examples from our experience with American Indians throughout this testimony. The special legal status of Indian tribes calls for separate attention here. We urge the Commission to heed such experience as tribes themselves and intertribal organizations may have to share, since they will be giving detailed testimony of particular importance.

The inalienable, trust status of Indian land and property and the unique historical status of Indian tribes as "dependent domestic nations" retaining a degree of residual sovereignty has been a major stumbling block in developing good relationships between Indians and non-Indians and has been a major factor behind the conditions of abject material poverty which exist on most Indian reservations today. On many reservations the Indian groups have retained a spiritual richness, self-confidence and pride in their identity which has compensated in large measure for the physical poverty in which they have had to live. On other reservations the paternalistic administration of services and the debilitating lack of authority for Indians to make decisions concerning their own property and community have drained the Indian community of its original self-confidence and independence, creating spiritual as well as material poverty.

There has been a constant temptation in Indian affairs to cut the Gordian knot of regulations and red tape which have demonstrably crippled Indian initiative and prevented Indian tribes from developing viable economies. We should bear in mind that so far each cure-all "solution of the Indian problem" which has been tried--the removal policy of the 1830's, the attack on tribalism by allotting land to individual Indians in the 1880's, and the termination policy of the 1950's--have resulted in loss of Indian land; in greater red tape and bookkeeping by the Bureau of Indian Affairs, increasing the cost to the government rather than

decreasing it; and in increased dependency of Indians on non-Indians. The policy of looking for the magic key which will force Indians to assimilate into non-Indian society and lose their separate cultural identity has not worked: neither the goals of the non-Indian majority (to solve the "Indian problem" and relieve the federal government of its special obligation to its Indian citizens) nor the goals of the Indian people (generally to live happy, fulfilled lives as they define happiness and fulfillment) have been achieved.

The experience of reservation Indians has been instructive in positive ways as well as negative. Reservation Indians constitute one of the few rural groups which have maintained a land base and which have retained societies based on utilization of their corporate land base. They have been inhibited unnecessarily in their use of their land base and in the exercise of local initiative within their reservation communities, since the Bureau of Indian Affairs has held the veto power over many major areas of community life, including the use of capital resources. Reservation self-government has been very limited, and tribal leadership is still in the process of trying to establish viable democratic forms of government over twenty years after the enactment of the Indian Reorganization Act, which made formal provision for limited local self-government.

What can be done in the local community dependent on the reservation land base when decisions are in the hands of local Indian citizens has been demonstrated by the accomplishments in a few short months of community action programs on Indian reservations. It is generally acknowledged that the most successful community action programs in the nation have been on Indian reservations, and Sargent Shriver has pointed out that local self-help and cooperation are among the basic values of most Indian groups, in spite of the fact that they have had little opportunity to exercise these values since the establishment of the reservation system.

In view of this experience the Bureau of Indian Affairs is to be highly commended for its new policy of delegating as much authority as possible to Indian Tribal Councils, of contracting with Tribal Councils whenever possible to provide community services rather than providing services directly as it has done traditionally, and of emphasizing community development and greatly enhanced educational opportunities. If reservation communities are allowed to exercise true self-determination and to plan and implement the programs they feel they need, while their independent land base is protected against further encroachment, great strides should be possible in overcoming the poverty which has been endemic on most Indian reservations for years. We hope the Bureau of Indian Affairs will be given sufficient appropriations by Congress to implement the reforms they are now planning.

Conclusion

In summary we would say that single uncoordinated pop shots at the problem of rural poverty may salve consciences but they leave the basic issues untouched.

The full integration of rural people into the economic life of this nation as equals with their urban and industrial counterparts in terms of rights and benefits is essential. Rural citizens should have the same opportunities and services as urban and industrial citizens. They should not be denied the resources and the freedom to live and work, how and where they will. Only then will forced migration be ended and the quality of both urban and rural areas raised.

In attacking poverty, there is still the underlying belief on the part of far too many people that people are poor because of their own inadequacies. So we design programs to remove these inadequacies. Our experience indicates that if we are to

have a great or good society we must so restructure our society and its institutions as to meet the needs and aspirations of people rather than continue to try and change people to fit the needs and capabilities of the institutions we have created.

# # # # # # # #

February 1967

WE PROPOSE THE ESTABLISHMENT OF A NEIGHBORHOOD CENTER
AT SECOND AND GARRETT STREETS S. E.
CHARLOTTESVILLE, VIRGINIA

The area to be served is the most wretched and dilapidated neighborhood in all Charlottesville and Albemarle County. It extends generally from Seventh Street S. W. on the West to Avon Street on the East and from the C&O tracks on the North to Raymond Road on the South (see attached map). Presently, a major part of the area is scheduled to be completely demolished by the Charlottesville-Albemarle Redevelopment and Housing Authority as part of the local urban renewal program. Renewal of the area has been stymied by the necessity of obtaining local approval, by referendum, for the site considered. At best, three or four years will elapse before a single resident of the Garett Street area is relocated.

In the midst of the controversy, the social and economic problems present in the area continue to exist and increase. According to a current survey of the area, conducted by the Charlottesville-Albemarle Community Action Organization (CACAO), sixty-two per cent of the 610 families living there are "poor" in terms of annual income specified in the OEO program. A portion of the other families are barely above the poverty line. Approximately 89% of the residents are Negroes. The Garrett Street Neighborhood Center will provide a base of operation for attacking the need, helplessness and hopelessness of the area to be served.

CACAO has organized a Garrett Street Neighborhood Association (GSNA). The first meeting was held on August 9, with 59 persons from the area attending. Mr. Marshall Allen was elected President of GSNA. His selection was mot fortunate because he is a natural community leader whom the people know, trust and follow. Discussions at this meeting repeatedly expressed the desire of the residents for some type of community center with a program for taking care of young children if at all possible. The component project described in this application is a direct outgrowth of these felt and expressed needs.

The Garrett Street Neighborhood Center will be developed on a "building block" basis, beginning with three essential activities. It has been deemed more important to undertake a few activities at first rather than to dissipate the energies of the CACAO, the Neighborhood Association and the Center's staff by attempting too many projects at once.

A prime activity of the Center will be its utilization as a <u>headquarters for the community</u>. The neighborhood association will hold its meeting there. Because the Center will be located within the neighborhood, residents will have easy access to it. Hopefully, the existence of the Center will be the impetus for its use for any meeting held in the area; that is, other community agencies may be induced to become active in the area with the Center as their point of contact with the residents. The welfare and health departments, childrens' service center, planned parenthood association, etc. will have the opportunity to offer extended coverage and more effective application of their programs relative to the residents of the area. Properly utilized, the Center can become the focal point of activity in the area.

The Center will function as a referral agency. Neighborhood aides will help pin-point the particular problems of families and individuals and direct them to existing programs and agencies in the Charlottesville area. At present, many residents are not availing themselves of services because they simply do not know where to go, who to see or what must be done to qualify for help. Further, they are alienated by the very programs which the general community has established for them. The maze of official papers and procedures confounds and scares them, resulting in underutilization of available help.

In most instances, it will be necessary to accompany residents to the various agencies to help residents present their situation and to explain requirements to be met by them. The Neighborhood Aide will in effect, be a liaison between the individual and the service agency.

That a referral service is needed and desired is substantiated by the daily phone calls and visits made to the office of the CACAO. It is located within walking distance of Garrett Street and residents have repeatedly come for information and assistance. Problems have ranged from the necessity of a child to have shoes in order to attend school to the need to place a mentally retarded teenager in a training institution. Although the CACAO staff has, when possible, directed such persons to applicable agencies it is obvious that the staff cannot do so on any appreciable scale.

In order to make the referral service operable, it is necessary to make personal contact with the residents and assess the needs. One form of such contact is the neighborhood association. But more complete contact is derived from an in-depth, house to house survey of the area. Such a survey has been conducted by CACAO. Volunteers attempted to visit each of the 323 families in the area. Interviews were held with more than half of the families and a re-canvass of the area will undoubtedly include even more. Sometimes the families were not home. In other instances, they were reluctant to answer questions but the word has spread that the surveys have the blessing of the neighborhood association. Now families are requesting to be interviewed -- a big step forward! The referral service will use the information from the surveys as their initial point of departure but will continue to use volunteers and community aides to uncover the needs of the residents. Procedures will be established to follow up the referral and continue assistance if needed.

The surveys have highlighted the need for a child development program, as first brought up in the neighborhood association meetings. The program will be conducted in the Center, five days a week for nine hours each day. Supervised activities and a nourishing lunch will be provided. It is anticipated that thirty children will participate. All children will be given a physical examination by a licensed physician to determine individual medical problems. Children with problems will then be referred to the Charlottesville-Albemarle Public Health Department.

The particular activities in which the children will engage, will be designed to stimulate their interest in learning and encourage the development of healthy, constructive concepts about themselves and their environment. Although the basic aim of the child development program will be to enlarge the scope of the children's experience, a secondary function will occur. Many mothers will be relieved of the necessity to provide care for

their children and will be able to secure employment.

In sum, the basic program of the Center will be composed of a referral service and a child development program, with use of the Center as a neighborhood headquarters. As these aspects of the program become operational, additional components will be added. Some possibilities under consideration are as follows:

A health station for health examinations and referral services. The goal here is to reduce the neighborhood's infant mortality rate and TB rate to acceptable proportions.

Improving home management skills through Saturday, cooking, serving and home care classes for mothers.

Legal aid for low income residents with installment plan problems and the like through periodic visits by a legal aid representative. (The Charlottesville-Albemarle Bar Association is now developing a legal aid service for the poor.)

A boy's club, girl scout troop or the like to give deprived boys and girls something interesting and constructive to keep them off the streets, to combat juvenile delinquency, to raise the level of their outlooks.

Classes to reach adult men and women to perform effectively at the sixth grade level in reading, arithmetic and use of English. This will enable such adults to pass tests like the General Aptitude Battery of the Virginia Employment Commission and thus open new job horizons for them.

Help for teen-agers who have dropped out of school to get back to the point where they can re-enter high school and finish their education.

Study tables where students from over-crowded or unheated homes can come in the evenings to do their homework.

Job training aimed at developing skills needed for job currently available (such as nurses' aides) and the communication skills required to get and hold jobs.

Improving the living conditions of the elderly through a foster grandparent's plan, a Golden Age Club or the like.

A savings club or credit union to help poor families get a little ahead.

A halfway house to keep a caring eye on people just back from the City Jail, Western State Hospital and similar institutions.

Summer enrichment modelled on the Trinity Project, for the neighborhood's school children.

Family counseling where a social worker or minister might advise troubled parents.

A family life program to provide parents, adolescents and newly married couples with some formal education in such matters as inter-personal relations, sex education, mental hygiene and home management.

A voluntary assistance program to enable families or church groups to sponsor some needy child or needy family and to contribute personally to the salvaging of that needy child or needy family.

The Center will be located in the west end of a building owned by Mr. Harvey Williams, at Second & Garrett Street S. E. This building was formerly used as a warehouse and office, and contains about 8,000 square feet which is considered too large for our use as a Neighborhood Center. However, Mr. Williams is willing to rent the CACAO only that part of the building which is required. The proposed arrangement is to partition off 2,920 square feet at the west end of the building. The space is heated, has electric lights and many wall apertures for windows to provide natural light, a good finished floor and two separate washrooms including toilet facilities. It will be necessary to install a small kitchen. Furniture, equipment, supplies and services which must be provided for the operation of the Center are itemized on CAP Form 23.

The Garrett Street Neighborhood Center will be supervised by a Center Director who will be directly responsible to the Community Action Organization's Board through the Organization's Executive Director. The Garrett Street Neighborhood Association will act as an Advisory Council in connection with the affairs of the proposed Center. The advice and recommendations of the Association will be given major weight by the Community Action Organization's Board in planning the activities of the Center. In this way, the community being served will have a continued voice in what their Center does and how it does it.

The initial staff of the Center will consist of the following:

The Center Director will be responsible for the supervision of all activities which are part of the program. He (she) will be instrumental in establishing the procedures for the referral service, and will act as the referral agent. All personnel at the Center will be responsible to him. It is anticipated that he may also work in the child development program in the initial phase.

Two Neighborhood Aides will assist the Director and be responsible for maintaining contact between the Center and the homes in the Garrett Street Neighborhood. The neighborhood aides will be recruited from the community to be served. After a training period, she will be concerned with much of the follow-up work of the referral service.

A Head Teacher will be responsible for the operation of the child development program and will be doing most of the teaching. She will undoubtedly be someone with a background in the teaching profession, particularly on the elementary level.

Eleven Pre-School Teachers Aides will assist the Head Teacher and enable more individual attention to be given to the children participating. One of these aides will be recruited from the neighborhood, and will be employed full time. The other aide(s) will be from the general community. Many women with a background in teaching have already offered their services to the proposed Center.

A School Child Teacher's Aide will be recruited for part-time work from the neighborhood. She will take care and supervise many children who may drop into the Center after school hours.

In addition, a janitor, cook and secretary-bookkeeper will be employed, the first two from the neighborhood. The secretary-bookkeeper, who will be CACAO's present secretary-bookkeeper, will devote an estimated 25 percent of her time to the Neighborhood Center's needs.

It is hoped that funding of this component program from OEO will be received by March 1, 1967. It will take approximately one-week to complete the necessary additions to the building to enable the Center to operate. At the present time, the Charlottesville-Albemarle Community Action Organization is recruiting the professional personnel for the Center. Volunteers are being organized and the Community Aide in the Organization's office is working with Mr. Marshall Allen, President of the Garrett Street Neighborhood Association to find the personnel to fill the paid positions to be filled from the neighborhood. The basic organization for the Center is set and it is anticipated that the Center will open on March 7, 1967.

The above sections of this WORK PROGRAM have indicated the involvement of the community in the initial planning of this Center. The Administration of the Center incorporates the active participation of the Neighborhood Association in supervising and planning future aspects of the program.

It is difficult at this time to indicate the exact nature of the evaluation of this Center. Suffice to say, that the success of the Center will be indicated by the extent to which it becomes involved in the daily life of the Garrett Street Neighborhood.

The Center's staff and the Neighborhood Association will meet every four months for the express purpose of evaluating the program and determining specific methods to enlarge the proportion of residents involved in the Center's activities. These discussions will be supplemented by the more frequent meetings of the GSNA's Advisory Council and the CACAO's Board.

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Habitat: Flawed but Exciting Prefab Housing

Landmark at Expo Breaks All Rules of Construction

By ADA LOUISE HUXTABLE
Special to The New York Times

MONTREAL, April 29—One of the first things a visitor may see at Habitat, the dramatic housing demonstration that is the permanent symbol and landmark of Expo 67, is a mailman walking along the street. But there is a difference from the ordinary street.

The street is a skystreet and it is 10 stories in the air. That is just one small sign of the fact that everything is different about the handsome and controversial architectural experiment sponsored and paid for by the Canadian Government and built by a 28-year-old Israeli architect, Moshe Safdie.

It took a lot of negotiation with the city to get that mailman up in the air instead of on the ground. Negotiation is going on to have the utility streets under the skystreets—also up the air—treated as municipal utilities, as they are in ordinary underground installations of suburban developments.

Every Rule Is Broken

Just about every housing and building rule, precedent, practice, custom and convention is broken by Habitat. This includes design, engineering, construction, trade union operation and the way people live. There have been two results. One was snowballing costs and technical problems. The other is a significant and stunning exercise in experimental housing that is also the most important construction at Expo, where architectural excellence abounds.

What Habitat is, to the eye, is a Mediterranean cluster of pyramided and jutting boxes that form one-story and two-story houses so that the roof of one box makes the garden terrace of another. As the Montreal weather warms (they say there are two seasons—winter and July), the irregular, geometric mass will be softened by planting on all roof levels, centrally irrigated, and by masses of flowering shrubs on the ground.

But Habitat is much more than meets the eye. Each of these boxes is a prefabricated 80-ton, five-sided concrete unit—the roof is cast separately—manufactured and assembled on the site. Some elements, such as Fiberglas bathrooms, are factory-made and assembled in the boxes before they are hoisted into place.

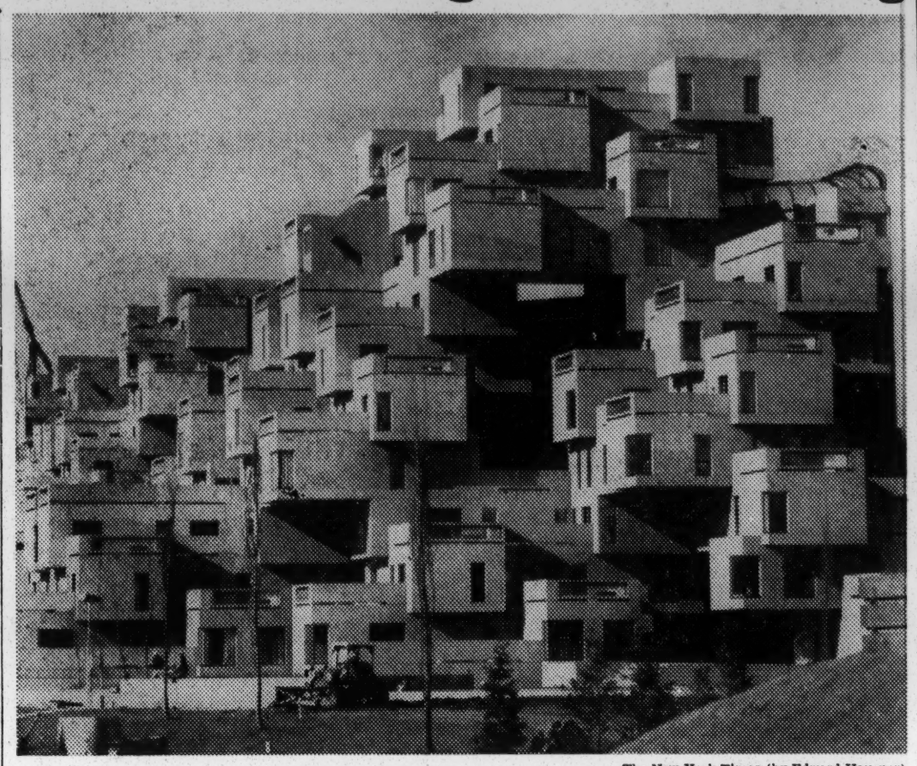
Industrial Processes Used

The design is based on the idea that, in an age of perfected industrial techniques and critical housing shortages, there should be a housing product based on industrial, rather than handcraft processes.

What merely looks picturesque here is actually the variety that can stem from the combinations possible with a prefabricated, industrialized system. The importance of the concept for housing design and production cannot be overstated.

At Habitat, the staggered elements insure maximum privacy. Instead of a filing-case slab of apartments, each dwelling is a one-story or two-story house of two or more boxes, with three to four exposures. Each has its outdoor area.

Three cores are stacked around three elevated towers to a height of 12 floors. Plastic-covered pedestrian streets are on the 6th and 10th floor levels.



The New York Times (by Edward Hausner)

Habitat was designed and built by Moshe Safdie of Israel for the Canadian Government

In addition to aerial streets, there are aerial playgrounds.

For $700 a month for the duration of Expo, with rents reduced after that, 158 tenants (many are concerns rather than families, since units have been rented as corporate hospitality suites during the fair) can enjoy striking, water-surrounded views of Expo and Montreal, in one of the most attractive living experiences of our time. The structural system creates interior spaces of unusual amenity.

$11.5-Million Budgeted

Habitaet, should, of course, be standardized and inexpensive. That is the whole idea. The design is meant for assembly-line production on a large scale, with all of the skill, efficiency and economy that this implies.

As it stands, Habitat is one-sixth of its originally projected size and enormously expensive. It was planned as a $42-million project of 1,000 units. The budget was subsequently cut to $11.5-million.

It took $5-million just to develop the manufacturing plant and machinery.

With the balance, only 158 units could be built. What was meant to be mass produced is virtually an handcrafted sample, and costs have soared to more than I100,000 a unit.

Once the Federal and provincial governments gave the go-ahead and the site production was set up, Expos and Mr. Safdie's firm and the contractors put up Habitat in 10 months and 21 days from the first box to the last.

Working on Expo's schedule on a project that should have had at least two years of preliminary analysis and experiment, the job was done without proven production methods, without test drawing and without previously developed techniques. The on-site prefabrication was purely trial-and-error, as was the whole construction process.

Result Is an Experiment

A crane bought early on the basis of an assumed unit weight proved inadequate for the final size of the boxes and they had to be cast with separate ceilings. A preassembly process that should have been established with computerized precision was unrealizable because of snags in tight schedules. Full assembly on the ground became impossible.

"Fifty per cent of this could have been foreseen with enough time," says Mr. Safdie. "Fifty per cent could not have been foreseen even if Leonardo da Vinci were doing it."

The result is an experiment, not a final demonstration. The costs and errors are those of a prototype model. It is pointless to apply market values or conventional price tags.

The pertinent questions are what has been learned and what has been achieved. Habitat is striking architecture, but it is just as important that the prefabricated bathrooms, which cost $1,400 a unit to develop, are already being placed on the market by the manufacturer for $700.

Whatever happens, Habitat will go down in history as a flawed, but extremely important, 20th-century exercise in housing design. Montreal has an international landmark and eventually 158 urban families will live just a little bit better than some of the rest of us. Both the puzzle and the promise of the future is in this housing.

CROWDS SURPASS EXPO PREDICTION

Visitors in First Day Almost 3 Times Anticipated Total

By JAY WALZ
Special to The New York Times

MONTREAL, April 29 — The size of the crowds today indicated that attendance for Expo 67's firs weekend would soar over the one million mark, far above of oriignal estimates.

Civic pride and fine spring weather swelled the attendance today and yesterday, when Expo was opened to the public. The tally at the closing hour yesterday was $10,000, nearly three times the figure officially predicted.

Today, officials predicted an attendance of 40,000, or more than 700,000 for the first two days. By comparison, the New York World's Fair in April, 1964, drew only 92,646 visitors the first day, Wednesday, and 163,152 the second day.

"If the weather holds, we'll easily have our first one million visitors by mid-Sunday," said a public relations officer.

Prediction Is Revised

Earlier surveys had led officials to predict an attendance of 30 million over the six months of Expo's run. This estimate is now being revised to 35 million, or 40 million, with nearly 60 per cent of the visitors coming from The United States.

Meanwhile, the daily management of all fair business, including operations in the computerized control center were taken over by a 39-year-old French Canadian, Philippe de Gaspé Beauvien, now called the "mayor" of Expo. He accepted the "keys" to Expo yesterday from Col. Edward Churchill, the Canadian Army engineer who, as director of construction, had Expo ready to open on time.

Mr. Beaubien's concern, however, was with problems rather than accomplishments, with the little details that, as he puts it, "keep visitors happy." He worries about overcrowded pavilions, stalling "minirails," and lost children.

To see that all goes smoothly, Mr. Beaubien moved from the administration office he has occupied for four years as director of operations to a "war room" in the control headquarters in the middle of the fair grounds. Here, he is surrounded by all forms of electronic communications instruments, including walkie-talkie systems and closed-circuit television. There is a "panic button," which Mr. Beaubien hopes not to need. In case of emergency it would summon ambulances or police squads from Montreal.

"We know instantly if anything goes wrong in a pavilion, a restaurant, a shop or on one of the rides," he said. "Not only that—we have the means t

Demonstration Housing Unfettered by Tradition

Interior of Habitat Is Pleasing, Practical and Individual—Kitchens Are Restrained

By ENID NEMY
Special to The New York Times

MONTREAL, April 29 — The interior design of Habitat is as unfettered by tradition as that of its exterior. It has taken a position, and the result is apartments—the architect calls them houses—that are at once pleasing to the eye, practical and surprisingly individual.

The decorating is successful when there is no compromise between the old and the new, between excellence and mediocrity. The interiors are meant for modern, well-designed furniture and accessories. They do not tolerate the second-rate in current design, and they would lose their meaning filled with antiques.

The windows, clear sheets of glass almost flush with the walls, do not suffer valances, swags or draperies; the floors will not allow wall-to-wall broadloom. The walls are happier with Roy Lichtenstein or posters than they would be with Rembrandt.

The demands of this new concept in urban living have been more than adequately met in the apartments decorated by individual Canadian design and furniture concerns. They have unhappily, been less well served in the units decorated by a national women's magazine, Chatelaine.

Contrast Is Fortunate

For the visitor, however, the contrast is perhaps fortunate. It allows a comparison of the results that can be achieved with a far-reaching imagination and the banality that must emerge from stereotyped thinking.

The duplex apartments are particularly noteworthy. They consist of three connecting boxes, but the one-box units—living room, bedroom, kitchen and bath—contain many of the same features.

One of the most interesting details in the duplex units is the stairway that leads down from the entrance level. It changes direction at the halfway point and serves as a handsome, sculptural room divider for the living and dining area. It is an illustration of an essential part of the building plan that could have been used for its decorative value alone.

It points up, too, the singularly dreary aspect of most apartments now being built in New York and elsewhere: the living room that leads into a dining area and then into an L-shaped kitchen, all completely open.

In Habitat, the living and dining area does indeed lead to a kitchen. Here, the separation is achieved with a pass-through wall section with open doors at either end. The pass-through, sufficiently deep to use as a work area or a breakfast table, can be closed off with a good-looking sliding panel that could, for example, hide dirty dishes stacked after a meal.

Kitchens Are Restrained

It is in this area, as well, that another well-thought-out detail is evident. A translucent rectangle of glass above the pass-through affords light to both the kitchen and dining areas. There are concealed strips in the ceiling with adjustable beams that focus light in any part of the room. In many rooms there are electric outlets every six feet along the wall.

The kitchens in Habitat are a model of restraint and sophistication. Largely preassembled, as are the seamless Fiberglas bathrooms, they have Formica counters and laminated Formica refrigerator and stove doors in such color combinations as mustard and persimmon or blue and taupe.

There is a clean, uncluttered line with no visible hardware on the cupboards or the appliances. Stove hoods are built in and can be drawn forward when in use. The refrigerator-freezers introduce a major convenience: A button with a built-in air power unit that "floats" the appliance away from the wall for easy cleaning in the back and underneath.

Stained wood cupboards line the narrow passageway on both levels of many units and one wall of the master bedroom in some units. Although placed in corridors that would not normally be consideed wide enough for such purposes, they do not intrude physically or esthetically.

In some units the passageway ends with a stacked washer and dryer. In other units they are in a utility room or bathroom. The washer-dryer, too, "floats" out for easy loading. In most cases, the linen closet stands next to it.

Plans Allow Privacy

The floor plan of the many of the larger units allows for perhaps the most desirable of all features — privacy. The master bedroom is often on a different level from the living room and the children's area. The terraces that surround each apartment also afford a feeling of privacy and space.

The best furniture shown in the units carries through the feeling of the Habitat "box" design. Two Toronto-based design concerns have been particularly successful. One used white oak and the other used a linear polyethylene plastic that previously had had only industrial applications.

Alison Hymas, a 35-year-old designer with Webb, Zerafa, Menkies, expressed her concept with a series of natural form chairs that resemble carved cubes or organic sculptures. Everything from the low, wood-based beds to the simple coffee table is oak.

A team of 20 industrial designers from Dudas Kuypers Rowan, Limited, developed the molded plastic furniture used in another unit. In keeping with the designer's belief that "furniture should be a background for living and not the purpose for living," the pieces are box-like with rounded corners.

Habitat's triumph in interior design is in its feeling of privacy, spaciousness and identity. Its triumph in decorating is in the furniture that carries through the theme, the concept and the ideas that went into the structure itself. For mass housing, it illustrates that repetition need not be monotony.

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Carpenters fight the prefab war

Battle rages over the installation of premachined doors at an Air Force base. If the union wins, the prefab industry may be forced into changing its operating methods

For some time, building craft unions have been setting up battle lines against prefabricated housing—the "instant housing" of entire factory-built homes or the use of mass-produced material or units designed for quicker, less expensive installation. For unions, the issue is on-site pay and jobs.

This week in southern Illinois, a test case at Scott Air Force Base continued deadlocked; union carpenters were demanding compensation for lost work time and pay on prefabricated doors, and the contractor was adamant against precedent-setting pay for work not actually to be done. It's a comparatively small dispute, but it has large implications: The whole prefabricated housing industry could be forced into some major operating adjustments if the union at the military base wins its point.

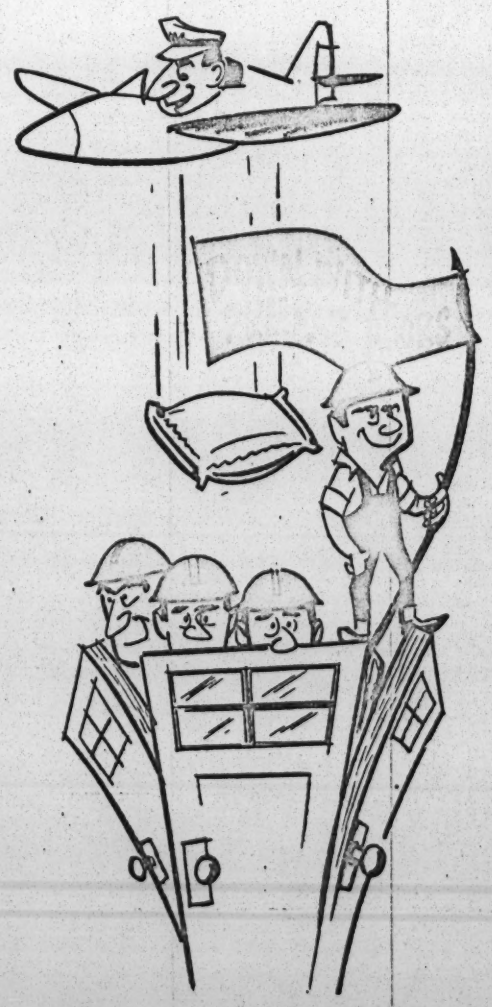
Open door. The case centers on some 300 premachined wooden doors that the Hoel Steffen Construction Co. bought last summer to install in two barracks it was building for the Corps of Engineers at Scott Air Force Base, southeast of St. Louis. The doors were purchased from a St. Louis company that employs carpenters represented by the Brotherhood of Carpenters, the union that is involved in the base dispute. They are, therefore, union-made doors. The contractor expected no trouble.

But trouble developed quickly. When the doors arrived at the site, carpenters working on the base project demanded that they be given the unloading job, and at the high craft rate of pay. Ordinarily, unloading is done at construction sites by laborers, in another union, at lower hourly wages. Carpenters, working under a no-strike clause in their contract, called in sick for 15 days. Then the company worked out a compromise to get the indisposed carpenters back on the job.

The Brotherhood of Carpenters' Local 433 has a blanket contract for carpentry work on the base project. Customarily, such a contract provides for handling specified materials and prefabricated equipment—and it specifies the circumstances under which such work will be done and the terms required for it. The Hoel Steffen contract did not mention the prefabricated doors; once unloaded, they became a second labor problem for the company.

Pay for lost work. Union carpenters said their contract called for the actual work on doors, not just the installation of doors. They protested that the prefabricated doors, although made by brother unionists, cost them work time and wages. So they demanded compensation for the lost hours.

Robert Hoel, president of the company, refused to bargain on the compensation issue. He said the demand by the union was unreasonable, and cited the blanket contract for "all carpentry work" on the Scott Air Force Base location.



Building crafts man the barricades at the battle of the barracks—for pay and jobs.

During the early stage of the quarrel, carpenters hung 254 of the 300 doors. The union meanwhile appealed to the National Labor Relations Board, contending the contractor was refusing to bargain in good faith. The NLRB upheld the Carpenters' position, saying that because the question of compensation for the prefabricated doors wasn't touched on specifically in the blanket agreement, it should be considered outside the contract and therefore subject to negotiations—with the union free to strike on the disputed issue.

Carpenters walked off the job at the base in November, and they have been off the job since. According to Bernard Mamet, attorney for the union: "This is a test case. We've accomplished our purpose in winning the right to strike whenever a situation like this arises—and now we've got to ride this out."

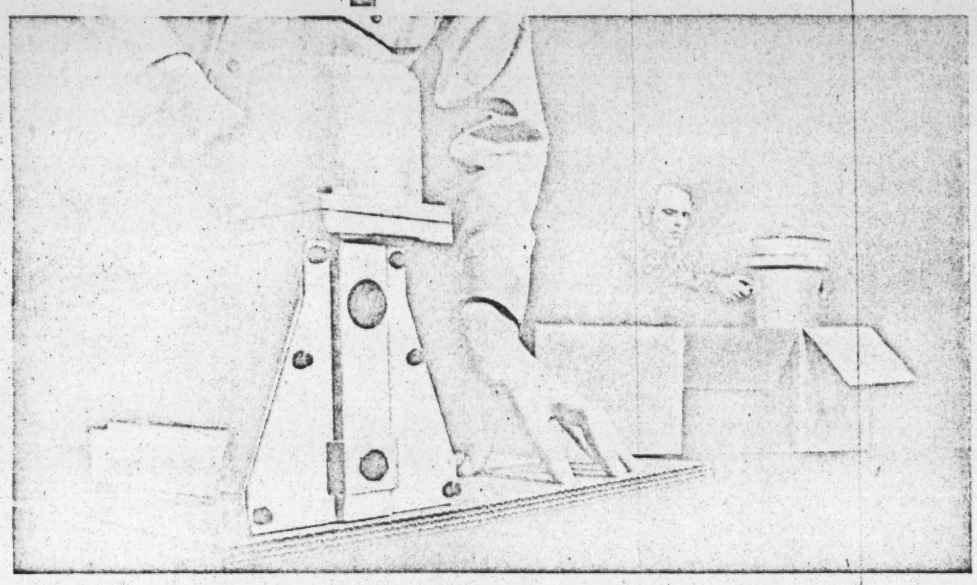
Test target. According to builders, Hoel Steffen is a carefully chosen target for a test of the union right to require negotiations—and potentially extra compensation—whenever materials or prefabricated equipment or building supplies not specified in a contract are used in construction.

Union carpenters are installing doors for other contractors on a number of other and larger projects in the area, receiving pay for little more than one hour a door instead of the four hours' pay they demand from Hoel Steffen. The St. Louis contractor employs fewer union craftsmen on the military base job, so the impact of the test case is much less than it would be elsewhere. But all contractors feel a precedent is being set at the Scott Air Force Base confrontation.

Robert Hoel calls the strike "unreasonable," and he says flatly, "If this goes on, and the NLRB decision holds up, trees will have to be grown on the construction site for the carpenters to use—the way it is, they are demanding that everything be done on the construction site."

Hoel says he will not give in, even

Bostitch helps pack round peg in a square hole.



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Because the multiple thicknesses of waxed board could not be glued or taped, it took a Bostitch Model D30 pneumatic stapler to do the job. This stapler drives long-legged staples through all the sheets in each pad clinching them inside the board nearest the appliance. Because of this "blind clinch" there's no danger of scratching contents.

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though he is being assessed $100 per day damages by the Corps of Engineers for failure to complete the $1,332,000 project on schedule. Hoel is suing the union for damages. Among other things, he complains that the doors were improperly cut at the factory and that the company already has paid the on-site carpenters for 1,272 hours of work to make the 254 doors already installed in the barracks fit properly.

Embarrassment. The southern Illinois dispute is proving an embarrassment for labor and management leaders in the St. Louis area, where union jurisdictional rivalries and reputed mob activity have received nationwide publicity. Concerned over the tarnished labor relations image in the area, they have been trying to shine it up by establishing effective labor-peace procedures.

Eugene E. Walla, president of a St. Louis group called LAMP (the Labor and Management Plan), has been trying to get the two sides in the Scott Air Force Base dispute together. Walla, who is president of International Brotherhood of Teamsters Local 682, also is seeking an agreement between St. Louis area contractors and craft unions that would require pre-job conferences to spell out specific policies on materials and prefabricated equipment and building supplies. Such a conference was held on the Scott Air Force Base project, but the subject of premachined, precut doors did not come up in the course of discussion.

Implications. In some major building areas, a dispute arising from such a situation might be settled through existing procedures—often by mediation and if necessary arbitration. But generally when a new material is introduced or unspecified prefabricated equipment is used, what happens depends on the union's voluntary acceptance or the contractor's willingness to make concessions to get labor-saving units installed.

The Hoel Steffen dispute is being watched nationally as an indication that craft unions might be toughening their stand. It may be that unless contracts can be written in all-embracing terms or made specific about what is to be done at what cost, the building trades will henceforth insist on compensation on a lost-work basis for handling modular units for prefabricated housing, structural steel assemblies, cabinets, or whatever.

Contractors fear they may be on the threshold of a "bogus work" labor policy—a reference to the printing industry requirement for type to be set and dumped when plates from outside the shop are used. They say they won't stand still for that. **End**

Harold E. Sellers

PRESIDENT'S
COMMITTEE
ON EQUAL
OPPORTUNITY
IN HOUSING

GREATER BALTIMORE CONFERENCE ON EQUAL OPPORTUNITY IN HOUSING

STATE OF MARYLAND / CITY OF BALTIMORE / NOVEMBER 24, 1964 / SHERATON-BELVEDERE HOTEL / BALTIMORE, MARYLAND

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THE PURPOSE

of the Greater Baltimore Conference on Equal Opportunity in Housing is to bring together a cross section of business and community leadership for a frank and searching dialogue on the problems of segregated housing.

Attendance at the Conference is representative of many diverse groups: business, civic, religious, neighborhood, labor, trade, civil rights and public agencies. In meeting together today we hope to find new insights from this diversity and provide new leadership to establish equality of housing opportunity. We seek answers to the problems of race and housing within the context of viable growth of the economic, social and cultural fabric of the metropolis.

To all we extend a warm welcome and hope that you will find this Conference stimulating and productive.

PROGRAM

GREATER BALTIMORE CONFERENCE ON EQUAL OPPORTUNITY IN HOUSING

9:00/A.M. REGISTRATION _____ *Foyer, Grand Ballroom*

9:15/ CONFERENCE OPENING _____ *Conference Chairman*
HANS FROELICHER, JR.,
Honorary President, Citizens Planning and Housing Assoc.

GREETINGS _____ HON. DAVID L. LAWRENCE, *Chairman*
President's Committee on Equal Opportunity in Housing
HON. J. MILLARD TAWES, *Governor*

10:00/ KEYNOTE ADDRESS ____ HON. THEODORE R. McKELDIN, *Mayor*
"WHY WE NEED EQUAL OPPORTUNITY IN HOUSING"

10:30/ EXPLANATION OF THE WORKSHOP SESSIONS—
Conference Chairman

10:45/ MORNING WORKSHOPS

I THE ROLE OF GOVERNMENT __ *Red Room, 2nd Floor*

II THE MYTHS OF HOUSING INTEGRATION—
Terrace Room, Lobby Fl.

III COMMUNITY ATTITUDES—WHITE AND NEGRO—
Jubilee Room
Lobby Floor

IV HOUSING AND CIVIL RIGHTS: IS THERE A CORRELATION? _____ *Assembly Room, 12 Floor*

12:00/ WORKSHOPS RECESS

12:15/ LUNCHEON ..... *Grand Ballroom*
GOV. DAVID L. LAWRENCE, *Chairman*

1:15/ INTRODUCTION OF SPEAKER__JAMES W. ROUSE, *Chairman*
Greater Baltimore Committee

1:20/ SPEAKER ..... HON. NICHOLAS deB. KATZENBACH
Acting Attorney General

2:00/ AFTERNOON WORKSHOPS

The afternoon workshops are continuations of the morning sessions. In the morning a general background to specific problems will be presented; in the afternoon an attempt will be made to present possible solutions to these problems.

Participants and resource panelists will attend corresponding afternoon sessions.

I IMPLEMENTATION OF GOVERNMENTAL RESPONSIBILITIES

II EXPLODING THE MYTHS OF HOUSING INTEGRATION—A CHRONICLE OF EXPERIENCE

III COMMUNITY ATTITUDES—NEGRO AND WHITE: CAN WE CHANGE THEM?

IV THE IMPORTANCE OF FAIR HOUSING AND DEVELOPING ITS COMMUNITY ACCEPTANCE

4:15/ ADJOURNMENT OF AFTERNOON WORKSHOPS

4:30/ PLENARY SESSION

WORKSHOP REPORTS

SUMMARY AND CONCLUSION

WILLIAM BOUCHER, III
Executive Director, Greater Baltimore Committee

5:00/ CONFERENCE ADJOURNMENT

MORNING WORKSHOPS

I / THE ROLE OF GOVERNMENT

Red Room, 2nd Floor

Chairman: FRANCIS D. MURAGHAN, JR., *Attorney*

Reporter: MRS. HENRY L. ROGERS, *Baltimore Housing Study Advisory Commission*

a. EXPLANATION OF THE EXECUTIVE ORDER, ITS PRESENT LIMITATIONS AND IMPLICATIONS FOR ITS EXPANSION

DISCUSSANT: MILTON P. SEMER, *Deputy Administrator and General Counsel, Housing and Home Finance Agency*

b. LEGISLATION TO FILL THE VOID; IS THERE A NEED?

DISCUSSANT: HON. HENRY G. PARKS, *Councilman, Fourth District*

c. THE EFFECT OF HOUSING SEGREGATION ON URBAN RENEWAL

DISCUSSANT: EUGENE L. FEINBLATT, *Chairman, Baltimore Urban Renewal and Housing Agency*

RESOURCE PANEL

CHARLES H. BORCHERDING, SR., *District Director, Federal Housing Administration*

DR. WINFRED O. BRYSON, *President, Advance Federal Savings and Loan Association*

MISS CATHERINE BYRNE, *Executive Vice President, Weaver Bros.*

GEORGE D. CLARK, *Loan Guarantee Officer, Veterans Administration*

C. WILLIS HAMMOND, *Executive Vice President, Real Estate Board of Greater Baltimore*

OLIVER W. HILL, *Assistant to the Commissioner, Federal Housing Administration*

ROGER J. JOHNSON, *Realtor*

STANLEY Z. MAZER, *Assistant to the Mayor*

JOHNSON T. McCLURKIN, *Housing Committee, Baltimore County Human Relations Commission*

THOMAS L. SANDERS, *Intergroup Relations Officer, Urban Renewal Administration*

MILTON S. SCHILLER, *Attorney*

DANIEL W. SPAULDING, *Real Estate Broker* — Realtist

RICHARD L. STEINER, *Director, Baltimore Urban Renewal and Housing Agency*

MELVIN J. SYKES, *Attorney*

II / THE MYTHS OF HOUSING INTEGRATION

Terrace Room, Main Floor

CHAIRMAN: JOSEPH H. PURDY, *Director of Public Relations, Baltimore Gas and Electric Company*

REPORTER: MRS. FRANCES RUBENSTEIN, *Staff Assistant, Baltimore Housing Study Advisory Commission*

DISCUSSANTS: DR. EUGENE B. BRODY, *Director, Psychiatric Institute, University of Maryland*

EDWARD L. HOLMGREN, *Executive Director, Baltimore Neighborhoods, Inc.*

RESOURCE PANEL

E. DALY BYRNES, *Realtor*

REUBEN A. CLAY, *Zone Intergroup Relations Advisor, Federal Housing Administration*

REV. HERBERT O. EDWARDS, *Pastor, Trinity Baptist Church*

DR. HOMER E. FAVOR, *Director, Urban Studies Institute, Morgan State College*

MORTON HOFFMAN, *President, Morton Hoffman & Company*

ROBERT G. HOLT, *Baltimore County Human Relations Commission*

HENRY P. IRR, *President, Baltimore Federal Savings and Loan Association*

DR. EARL H. NASH, *Assistant Professor of Medical Psychology, The Johns Hopkins Medical School*

DR. OLIVE WESTBROOKE QUINN, *Associate Professor of Sociology, Goucher College*

RICHARD S. RYMLAND, *Vice President, Maryland City Corporation*

MAL SHERMAN, *Past President, Maryland Association of Real Estate Boards*

EDWARD VAN DECASTLE, *President, Ashburton Area Association*

HON. ROBERT B. WATTS, *Associate Judge, Municipal Court of Baltimore City*

III / COMMUNITY ATTITUDES-WHITE AND NEGRO

Jubilee Room, Main Floor

CHAIRMAN: WILLIAM H. C. WILSON, *Past President, Real Estate Board of Greater Baltimore*

REPORTER: MRS. SARA S. HARTMAN, *Director of Research, Baltimore Urban Renewal and Housing Agency*

a. ACCEPTANCE OF NEGRO NEIGHBORS BY WHITE COMMUNITY

DISCUSSANT: FRANCIS X. GALLAGHER, *Attorney*

b. MOTIVATION OF WHITES TO REMAIN IN AND MOVE INTO INTEGRATED NEIGHBORHOODS. MOTIVATION OF NEGROES TO AVAIL THEMSELVES OF EXPANDING HOUSING OPPORTUNITIES

DISCUSSANT: FURMAN L. TEMPLETON, *Executive Director, Baltimore Urban League*

RESOURCE PANEL

JAMES CROCKETT, *Realtor*

MRS. FRANCES M. FROELICHER, *Executive Director, Citizens Planning and Housing Association*

WILLIAM B. GUY, JR., *Past President, Real Estate Board of Greater Baltimore*

RAYMOND HATCHER, *Intergroup Relations Officer, Public Housing Administration*

CARL HEINMULLER, JR., *Chairman, Neighborhoods Committee, Real Estate Board of Greater Baltimore*

FRANCIS N. IGLEHART, JR., *Chairman, Baltimore County Human Relations Commission*

DR. J. CALVIN K. JACKSON, *Pastor, Faith Presbyterian Church*

JACK L. LEVIN, *Chairman, Baltimore Chapter, American Jewish Congress*

MRS. W. NEWTON LONG, JR., *President, League of Women Voters*

ROBERT J. MARTINEAU, *Baltimore Neighborhoods, Inc.*

MRS. M. PETER MOSER, *Chairman, Baltimore Chapter, American Jewish Committee*

MRS. JOHN B. RAMSAY, JR., *Maryland Commission on Interracial Problems and Relations*

WILLIAM A. ROSS, *Chairman, League for Human Rights—Baltimore County*

IV / HOUSING AND CIVIL RIGHTS: IS THERE A CORRELATION?

Assembly Room 12th Floor

CHAIRMAN: FRANK T. GRAY, *Attorney*

REPORTER: MRS. SAMUEL L. PINES, *Advisory Board, Demonstration Relocation Project*

DISCUSSANTS:

a. EDUCATION—DR. GEORGE B. BRAIN, *Superintendent of Public Instruction, Baltimore Public Schools*

b. EMPLOYMENT—F. DONALD FENHAGEN, *Director of Public Relations, National Brewing Company*

c. THE MORAL IMPERATIVE—RABBI MORRIS LIEBERMAN, *Baltimore Hebrew Congregation*

RESOURCE PANEL

DR. HARRY BARD, *President, Baltimore Junior College*

DR. WILMER V. BELL, *Assistant Superintendent, Department of Adult Education, Baltimore Public Schools*

H. WARREN BUCKLER, JR., *Chairman, Baltimore Community Relations Commission*

SAMUEL T. DANIELS, *Executive Director, Baltimore Community Relations Commission*

VERY REV. JAMES C. DONOHUE, Phd., *Superintendent, Department of Catholic Education, Archdiocese of Baltimore*

JAMES E. DENKINS, *Real Estate Broker*

EDGAR M. EWING, *Assistant Director For Neighborhood Rehabilitation, Baltimore Urban Renewal and Housing Agency*

DOMINIC FORNARO, *President, Baltimore Council of AFL-CIO Unions*

ELI FRANK, JR., *President, Baltimore Board of School Commissioners*

DAVID L. GLENN, *Commercial Manager—Community Service, Chesapeake and Potomac Telephone Company*

MILTON GOLDBERG, *Baltimore Teachers Union*

DAVID HIRSCHHORN, *Executive, American Trading and Production Corp.*

WAGNER P. JACKSON, *Assistant to the Regional Administrator, Housing & Home Finance Agency*

PARREN J. MITCHELL, *Executive Secretary, Maryland Commission on Interracial Problems and Relations*

JOHN J. SCHUSTER, *Realtor*

ROBERT A. THOMASON, *Headmaster, the Park School*

AFTERNOON WORKSHOPS

I/IMPLEMENTATION OF GOVERNMENTAL RESPONSIBILITIES

Red Room 2nd Floor

a. THE EXECUTIVE ORDER—HOW CAN IT BE MADE MORE EFFECTIVE?
DISCUSSANT: HENRY J. KNOTT, *Builder*

b. LEGISLATION: WHAT KIND AND HOW MUCH?
DISCUSSANT: CLARENCE MITCHELL, III, *Maryland House of Delegates*

c. URBAN RENEWAL: A PROGRAM FOR ACHIEVEMENT
DISCUSSANT: MARVIN S. GILMAN, *Builder*

Sutton Place

II/EXPLODING THE MYTHS OF HOUSING INTEGRATION - A CHRONICLE OF EXPERIENCE

a. VOLUNTARY ACTION IN WILMINGTON DELAWARE: A SUCCESS STORY
DISCUSSANT: LEON WIENER, WILMINGTON, *Builder*

b. ACTION FOR THE CREATION OF FAIR HOUSING PRACTICES
DISCUSSANT: EDWARD RUTLEDGE, *Executive Director, National Committee Against Discrimination in Housing*

III / COMMUNITY ATTITUDES - WHITE AND NEGRO: CAN WE CHANGE THEM?

a. MOTIVATING THE CONSCIENCE OF THE COMMUNITY
DISCUSSANT: DR. OTTO KRAUSHAAR, *President, Goucher College*

b. A NEIGHBORHOOD CASE STUDY
DISCUSSANT: SIDNEY HOLLANDER, JR., *Vice President, Baltimore Neighborhoods, Inc.*

IV / THE IMPORTANCE OF FAIR HOUSING AND DEVELOPING ITS COMMUNITY ACCEPTANCE

DISCUSSANTS: DR. MARTIN D. JENKINS, *President, Morgan State College*

RIGHT REV. AUSTIN L. HEALY, *Archdiocesan Inner City Program*

THE CONFERENCE PLANNING COMMITTEE

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The greatest value of a neighborhood is not property value but the value of human personality. We urge all citizens to work through moral persuasion and social action for the right of every person to equal housing, adequate for the health and well-being of his family, on the basis of personal preference and financial ability without regard to race, national origin or religion.

Very Reverend John N. Peabody, *President of Maryland Council of Churches*

The Most Reverend T. Austin Murphy, *Auxiliary Bishop, Roman Catholic Archdiocese of Baltimore*

Rabbi Samuel Rosenblatt, *President, Baltimore Board of Rabbis*

GSA DC 65-6359

Leonard E. Schramm

THE PRESIDENT'S
COMMITTEE
ON EQUAL
OPPORTUNITY
IN HOUSING
&
THE GREATER
PITTSBURGH
HOUSING
CONFERENCE

THE GREATER PITTSBURGH CONFERENCE ON EQUAL OPPORTUNITY IN HOUSING

COMMONWEALTH OF PENNSYLVANIA / CITY OF PITTSBURGH / NOV. 30, 1965 / PITTSBURGH HILTON HOTEL

THE PURPOSE

This conference is a serious beginning effort to mobilize the Greater Pittsburgh community in seeking to assure every family the right to purchase or rent a home wherever they choose.

We have sought to involve a broad cross section of the Greater Pittsburgh community including representatives of many diverse groups: business, civic, religious, neighborhood, labor, trade, civil rights and public agencies. In meeting together today we hope to find new insights from this diversity and provide new leadership to establish equality of housing opportunity. We seek answers to the problems of race and housing within the context of viable growth of the economic, social and cultural fabric of the metropolis.

To all we extend a warm welcome and hope that you will find this conference stimulating and productive.

THE THEME: Matching Pittsburgh's Physical Renaissance with an Equally Dynamic Social Renaissance.

PROGRAM

GREATER PITTSBURGH HOUSING CONFERENCE

9:00 A.M. REGISTRATION ..... Ballroom Floor

INVOCATION ..... RABBI KENNETH BROMBERG,
Beth-El Congregation

9:30 A.M. OPENING SESSION ..... MRS. JAMES A. JORDON,
Conference Chairman

HONORABLE DAVID L. LAWRENCE,
Chairman, President's Committee on Equal Opportunity in Housing

HONORABLE JOHN K. TABOR,
Secretary of Commerce, Commonwealth of Pennsylvania

HONORABLE JOSEPH M. BARR,
Mayor, City of Pittsburgh

10:15 A.M. PRESENTATION OF BACKGROUND PAPERS .....
ARTHUR J. EDMUNDS,
Executive Director, Urban League of Pittsburgh

10:45 A.M. KEYNOTE ADDRESS ..... FERDINAND KRAMER,
President, Draper & Kramer, Chicago

11:05 A.M. PANEL DISCUSSION ..... Breaking up the Ghetto and Achieving Open Occupancy

MODERATOR:

THOMAS M. KERR, Attorney-at-Law; Member, South Hills Association for Racial Equality

PANELISTS:

RAY R. BARONE, President, Greater Pittsburgh Board of Realtors

BERNARD E. LOSHBOUGH, Executive Director, ACTION-Housing, Inc.

S. P. MARLAND, JR., Superintendent, Pittsburgh Public Schools

LOUIS MASON, JR., Executive Director, Mayor's Commission on Human Relations

B. T. McGRAW, Ass't to the Administrator for Intergroup Relations, Housing and Home Finance Agency, Washington, D.C.

MORRIS MILGRAM, President, Planned Communities, Inc., Philadelphia, Pennsylvania

MARGERY WARE, Executive Director, Neighbors, Inc., Washington, D.C.

JACK E. WOOD, JR., Associate Executive Director, National Committee Against Discrimination in Housing, New York, New York

12:15 P.M. LUNCHEON .....DONALD C. BURNHAM, Presiding President, Westinghouse Electric Corp.

INVOCATION .....REV. CHARLES H. FOGGIE.

GUEST SPEAKER .....RALPH McGILL, Publisher, Atlanta Constitution, Atlanta, Georgia

1:45 P.M. PANEL CONTINUATION

2:30 P.M. CONCURRENT WORKSHOPS ....Breaking up the Ghetto and Achieving Open Occupancy

1. What governmental policy and programs are required?
2. What demands are made on bankers, builders and brokers?
3. What responsibilities are placed on individuals, fair housing groups, and religious organizations?
4. What obligations are imposed on business and labor leadership?
5. What community action programs are required by voluntary agencies, organizations and institutions?

4:30 P.M. CONFERENCE SUMMARY .....JACK E. WOOD, JR.

5:00 P.M. RECEPTION (refreshments)

WORKSHOPS

I Breaking up the Ghetto and Achieving Open Occupancy:

WHAT GOVERNMENT POLICY AND PROGRAM ARE REQUIRED?

- How effectively are present fair housing laws being utilized and administered?
- What changes or improvements are needed?
- How can the role of Human Relations Commissions be enlarged and strengthened?
- What is the proper role of other governmental agencies and programs (Federal, State, and local) in achieving area-wide open occupancy and breaking the ghetto?
- What specific programs can the schools develop to speed residential and school desegregation?
- Should all governmental programs include in their criteria requirements for housing desegregation?
- What new approaches can be developed to meet the urgent need for low income housing throughout the metropolitan area?
- How can the effort of the various governmental jurisdictions best be coordinated and most effectively related to civic and private effort and involvement?
- What programs are needed to eliminate the flagrant housing abuses now existing in slums and ghettos?

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II Breaking up the Ghetto and Achieving Open Occupancy:

WHAT DEMANDS ARE MADE ON BANKERS, BUILDERS AND BROKERS?

- What broad community responsibility falls upon the housing industry in its critical role in the supply of housing and the shaping of residential occupancy patterns? What are the ethical considerations involved? The governmental requirements?

- How can the industry serve in advancing the concept of open occupancy?

- What legitimate programs can and should it develop to help achieve the reality of open occupancy?

- What kinds of instructional and educational programs are needed between: Human Relations Commissions and the industry? The industry and its employees? The industry and the public-at-large? The industry and clients?

- What specific programs can be developed to merchandise desegregated housing to non-whites?

- What responsibilities does the industry have in helping stabilize interracial communities?

- What role can the major elements of the housing industry, individually and as a group, play in developing programs for increased housing supply?

- What mechanism is needed to coordinate efforts of the housing industry and to relate them to the governmental and civic work in the same area?

III Breaking up the Ghetto and Achieving Open Occupancy:

WHAT RESPONSIBILITIES ARE PLACED ON INDIVIDUALS, FAIR HOUSING GROUPS AND RELIGIOUS ORGANIZATIONS?

- What programs can be conducted to counteract prejudiced attitudes in the public-at-large?

- What more concrete programs can be formulated in individual communities which will result in acceptance of integrated living and welcoming of interracial residential patterns?

- How can the over-all community be alerted to the tremendous cost and explosive danger of the ghetto and motivated to affirmative and creative action to break it up?

- How best can the fair housing program be sustained? Is a planning and coordinating agency required? What mechanism is available to provide information and guidance for positively motivated whites as well as for non-white homeseekers?

- What role can be played in stimulating other groups and agencies (public and private) to contribute to the goal of breaking the ghetto and achieving open occupancy?

- What is the proper way to stimulate and participate in programs to enlarge and improve housing supply?

- What programs are needed to eliminate the flagrant housing abuses now existing in slums and ghettos?

IV Breaking up the Ghetto and Achieving Open Occupancy:

WHAT OBLIGATIONS ARE IMPOSED ON BUSINESS AND LABOR LEADERSHIP?

- How can their influencial and powerful leaders be alerted to the magnitude of the problem, its community-wide implications, and the need for full-scale and energetic action?
- What specific resources are available to business and labor to help resolve the problem? How can they best use these resources to motivate community action and to advance equal housing opportunities?
- What is the specific obligation resting both with companies and labor unions in helping employees and members obtain housing of their choice in communities of their choice?
- How can business real estate activities and holdings be managed to assist in achieving open occupancy patterns? What is the proper function of personnel departments in this regard?
- How can corporation plans for plant location and expansion be used to persuade communities to desegregate? Do management and labor have an obligation in assuring a community will furnish a truly open housing market?
- How can private business concerns contribute to and stimulate the supply of low income, non-segregated housing?
- What is the extent of participation that could be expected from labor in sponsoring and assisting developments of moderate and low income housing?

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V Breaking up the Ghetto and Achieving Open Occupancy:

WHAT COMMUNITY ACTION PROGRAMS ARE REQUIRED BY VOLUNTARY AGENCIES, ORGANIZATIONS, AND INSTITUTIONS?

- How can the broadest number of such groups be enlisted in this effort?
- How can they sensitize the public-at-large to the human degradation of housing segregation and the cost and danger of the ghetto?
- How can they help explode the fearful myths surrounding integrated housing?
- How can they assist other agencies and groups in mounting and sustaining a broad educational program and in creating and implementing special action programs for community-wide desegregation?
- What specific activities can they carry out to inform non-whites of their rights and to encourage them to seek out and achieve equal housing opportunities?
- What can they do to assist in stabilizing interracial communities?
- Can they help stimulate and sponsor low and moderate income housing?

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YMCA OF GREATER PITTSBURGH
YWCA OF GREATER PITTSBURGH

The American city should be a collection of communities where every member has a right to belong. It should be a place where every man feels safe on his streets and in the house of his friends. It should be a place where each individual's dignity and self-respect is strengthened by the respect and affection of his neighbors. It should be a place where each of us can find the satisfaction and warmth which comes only from being a member of the community of man. This is what man sought at the dawn of civilization. It is what we seek today.

—President Lyndon B. Johnson

A Thought to Remember

"I believe in an America where every family can live in a decent home in a decent neighborhood—where children can play in parks and playgrounds, not the streets of slums—where no home is unsafe or unsanitary—where a good doctor and a good hospital are neither too far away nor too expensive—and where the water is clean and the air is pure and the streets are safe at night."

—John F. Kennedy

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—John F. Kennedy

Winter 69
CP 605

Footnotes
A-

March 14, 1969

Professor Roger F. Rupnow
Graduate Program in City Planning
Georgia Institute of Technology
Atlanta, Georgia 30332

Dear Professor Rupnow:

Attached is the proposed National Housing Policy For the United States, assigned for preparation by our group of the City Planning 605 class. = file (make folder)

This proposed Housing Policy is designed to give this nation broad guidance in its continued efforts toward the stated goal of providing every American a decent home in a suitable environment. The need for a national policy is evident when one surveys the bewildering multitude of uncoordinated, and often conflicting, housing programs that have arisen from trying to attack each small part of the housing problem on a piecemeal basis.

In preparation of this Housing Policy we have encountered, on a small scale, the immense difficulties that would be inherent in any attempt to formulate a statement of policy for a democratic nation of individuals within a federated system of government. People simply do not all see the housing problem in the same way, nor do they agree on the proper means to use in trying to solve the problem. However, the process of working out a firm consensus of agreement that is reasonably agreeable to all, has been a very worthwhile educational process for us. We firmly believe that the United States will likewise benefit if the formulation of a housing policy is undertaken at the national level.

Sincerely,

Myles Greene Smith

Myles Greene Smith
Chairman

MGS:lf

NATIONAL HOUSING POLICY

FOR THE UNITED STATES

A Group Project
Presented to

Professor Roger F. Rupnow

by

Roger J. Budke
Arthur C. Campbell
John Wm. Matthews
E. Thorpe Mealing
Myles G. Smith
Steven J. Szablewski

In Partial Fulfillment
of The Requirements for

City Planning 605
Urban Renewal and Housing

Georgia Institute of Technology
March, 1969

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PREAMBLE

This Nation recognizes the availability of and access to housing as a necessary element of American life. It recognizes that provision of decent housing does not require merely:

- an adequate supply
- the development of a desirable neighborhood environment
- the satisfactory operation of economic forces, or
- the coordination of fragmented efforts to produce housing.

It is instead a more demanding task—the ability to develop and sustain the proper balancing of all these elements. Further, it is an ability to achieve a course of direction that will insure the realization of "a decent home in a suitable living environment for every American family."

Therefore, the Congress of the United States of America, adopts, with a responsibility to promulgate, the following statement of housing policy for the ultimate benefit of this Nation and its people.

THE NATIONAL HOUSING POLICY

In the Housing Act of 1949, the central goal of housing was "a decent home in a suitable living environment for every American family." The 1949 goal remains unchanged; but must be reexamined and redefined. "A decent home" is more than a structure for shelter. It is part of a broader American commitment of insuring an atmosphere for "life, liberty, and the pursuit of happiness"; an avowed promise of the American democracy. When this privilege ceases to exist for a significant segment of the population, the democracy is threatened and the condition (housing) becomes a national concern.

Therefore, this Nation is obliged to develop adequate dimensions of the goal..."a decent home." Basically, the formula for achieving the goal of decent shelter in the context of a broader commitment is to emphasize the development of every individual so he has the capabilities to fulfill his own needs. With the realization and mobilization of the individual's capabilities, attitudes and actions must be redeveloped to break through the constraints that have restricted the individual from exercising his privilege — implicitly promised in the American democracy — to select and obtain a home in a chosen environment.

The Individual

America has grown and has been sustained by strong individuals who work toward national goals by fulfilling their own needs within the confines of a national attitude. Accordingly, the Congress shall continuously examine the relationship of individuals to the total society. This statement of housing policy places renewed emphasis on the development of Americans able

to meet individual problems or needs with success. Specifically, this Nation embraces policies and programs that encourage the development of individuals with sufficient knowledge, economic stability, self confidence, and mental and physical health to exercise their responsibility to themselves, their families and their Nation. Housing is recognized as one of these important responsibilities. This government shall always assume the responsibility to insure its individual citizens of an opportunity to realize what the housing choices are, to encourage each person to make his own selection, and to help him proceed on his own initiative toward obtaining his desire.

The Attitudes and Actions

Congress shall develop, articulate and promulgate a framework of opportunity, of optimum dimensions, that insures and encourages:

- adequate supply of housing
- decent total living environment
- equal opportunity
- committed economy
- coordinated effort.

Adequate Supply

To provide each citizen with an opportunity to acquire a decent home, Congress shall promote the maintenance of the existing housing inventory and the development of an additional housing supply which will meet emerging housing needs.

While maintaining an adequate supply of housing, consideration shall be given to:

- ~~conservation of~~ conserving natural resources

- stimulating development and application of technological advances to produce the quality and quantity of housing for multi-faceted, ever-changing society, while remaining sensitive to individual desires

- providing a variety of housing environments and housing types in order that each citizen might exercise his option of selecting and owning his own home. renting

Total Environment

not Developments with environment

Housing is more than shelter within which an individual and his family reside. By its physical location and the activities that transpire around it, housing develops relationships between different families, their jobs, and their mental and physical health. Hence, housing choices necessarily involve consideration of housing developments and housing environments.

Congress assumes the responsibility of establishing patterns of development that will encourage a heterogeneous mixture of families and functions, and provide for orderly and economical growth.

To fulfill this responsibility, the national effort shall:

- provide incentives for projects planned to meet future environmental demands

- support innovative developments which entail financial risk, and which improve the total environment, the quality of housing, and expand the range of housing choices.

Equal Opportunity

The means to obtain a decent home and a suitable living environment shall be accessible to all. It shall be the policy of this Nation to remove any constraints on the equality of opportunity for every American (citizen) to acquire a decent home in a desirable living environment. out

no suggestions

Economy

Priority is placed on maintaining economic conditions that attract the conscious collaboration of all segments of society in the process of producing an adequate supply and an optimum range of housing choices. The Federal Government, through state and local governments and the private sector, shall seek to maintain desirable economic conditions where they exist and encourage the development of necessary economic conditions that do not exist.

In maintaining and developing desirable conditions, consideration shall be given to:

- Federal purveyance of special incentives to the private sector to counteract recognized deficiencies in the housing market
- the placement of the highest possible Federal economic priority on housing, consistent with the needs of the times regarding other National responsibilities, such as defense and the maintenance of a sound economy.

Coordination

The means for providing a choice of shelter and environments are so complex and diversified that they require coordination to avoid duplication or misappropriation of efforts.

The Federal government shall encourage the efforts of all sectors of the population to promote the mobilization of all available means to insure a total approach toward housing.

It shall be the responsibility of the Department of Housing and Urban Development to collect, develop and disseminate information on housing pertaining to what is to be done, what is being done, and how each individual can effectively operate in the total process.

Objectives to Guide Implementation of National Housing Policy

This section presents implementing objectives designed to provide interpretation of the policy as it shall be effectuated for the short term. These objectives shall not be considered part of the National Housing Policy. The objectives are subject to periodic review and revision due to changing national conditions.

A Decent Home

To provide a decent home for every American, in accordance with the National Housing Policy, the immediate housing objectives shall be:

1. To increase the nation's supply of decent housing, especially low-income housing, and to broaden the range and number of housing choices for all Americans.

2. To encourage creative design of housing, with emphasis on appearance, function and social flexibility.

3. To encourage research into methods of increasing the housing supply and lowering construction costs such as mortgage financing and improved construction techniques.

4. To encourage the wider use of rehabilitation of existing dwelling units in urban renewal activities to avoid reducing the housing stock.

5. To promote programs to develop adequate manpower, materials, and construction capabilities to supply the numbers of new housing units sought by national goals.

6. To encourage the adoption of statewide minimum housing standards for all states. These minimum housing standards shall include, among other things, consideration of the needs of children, the elderly, the handicapped,

large families, and single people in providing a safe and sanitary dwelling unit for all citizens.

7. To provide for a supply of temporary emergency housing, complete with utilities, for communities unable to cope with a major population influx.

8. To insure that no urban renewal project shall be approved unless it provides a net increase of low-income housing units. over what

9. To insure that all federal housing finance assistance programs to state and local governments and private enterprise are contingent upon the existence of an effective and enforceable open occupancy ordinance.

A Suitable Living Environment

To provide a suitable living environment for every American, in accordance with the national housing policy, the immediate housing objectives shall be:

1. To provide for the reservation of large tracts of land for future housing use by metropolitan areas in accordance with national, state, and regional land use plans.

2. To encourage the development of minimum neighborhood environmental standards applicable to all property.

3. To encourage, where appropriate, planned unit and new town development in accordance with national, state, and regional land use plans.

4. To provide for the dispersal of public housing projects throughout urban and suburban communities to avoid the concentration of public housing in any one neighborhood or locality.

5. To require comprehensive plans for urban and rural areas as a prerequisite for federal funds. The comprehensive plans shall include

recreation ?

transportation, open space, education, community facilities, utility, low cost housing, and urban redevelopment plans. In addition, the comprehensive plan shall provide for the prevention of air, water, and noise pollution.

Necessary Administrative Provisions

To implement the national housing objectives the administrative framework shall be organized: ?

1. To provide for effective evaluation of housing policies, objectives, and programs at the national level so that the housing legislation can help the nation reach the housing goal.

2. To provide for the consolidation of all housing assistance activities at the Federal level into a single agency under an assistant secretary within the Department of Housing and Urban Development.

3. To provide for uniform policies for relocation of all persons displaced by federally aided programs. These policies should include allowances at or above fair market value for displaced owner-occupants so that they may purchase a similar home at another location without capital loss, and adjusted payments to displaced tenants who must pay higher rents because of relocation.

4. To provide for a housing extension service for technical assistance to state and local governments in housing construction and finance, and community and neighborhood planning.

PERSPECTIVE OF THE HOUSING DILEMMA

(Chapter heading)

The housing condition in the United States has created different degrees of concern. The intensity of this concern will directly contribute to

the action taken to improve the housing condition. An underlying assumption of this study is that citizen concern should be focused on the constraints which created and continue to maintain the present housing condition, instead of just observing the physical condition of housing.

The Dimensions of the Problem - The Constraints

The problem of ~~an~~ inadequate ~~supply of~~ housing includes three constraints: are almost the same

1. The lack of directed national domestic objectives.
2. The inadequate development of the individual, and
3. The attitudes and actions of the nation which have prevented the development of a coordinated national objective.

The Constraint of Undirected National Domestic Objectives

Historically, the U. S. government has not been oriented toward comprehensive efforts of solving domestic problems. This situation has been created by two impediments to national action. First, the nation was conceived as a federated system in which the national government is responsible for foreign affairs and each state government is responsible for domestic conditions. Second, the Congress has traditionally followed the confining committee system. Under this system, little attention has been devoted to viewing national programs in perspective to determine the programs interrelationships.

Two factors stemming from traditional American philosophy have also deterred the national government from formulating a national housing policy. First, this nation began as an agrarian society populated by pioneers ~~who~~ each of whom strived to own his own plot of ground and dwelling. The country correspondingly developed a philosophy which has emphasized single family ownership of land and home,

regardless of whatever housing mix might be the optimum in terms of resource utilization or social effectiveness for all citizens. Second, this country is based on the principle of strong individualism, with survival and success of each individual dependent upon his own efforts and achievements. This has led to a socio-economic clash in the popular willingness to "give" housing to any segment of the population, and to distrust of government involvement in "competition" with free enterprise.

Regardless of these limitations of governmental structure and individual philosophical values, the condition of housing in the United States has become a problem of national proportion due to the apparent inability of the free enterprise market place to adequately supply housing and the unresponsiveness of the states to the situation. In acknowledgement of this fact, during the last thirty years or so there has been a rush to administer patchwork programs by the national government. However, at the same time, the Federal government has been weakest "...in carrying out what should be its most vital function: the synthesis, shaping, and supervision of the Nation's paramount goals and priorities." (23, p. 150) Only by establishing policy at the national level can a condition as prevalent as inadequate housing be solved with consistent, efficient, and related programming. The lack of such policy forms a definite constraint to effective action that itself forms part of the housing problem.

The Constraint of Inadequate Development of the Individual

American society, with its emphasis on the individual taking

care of his own needs and desires, will not adequately function unless there exists a framework which provides every individual the means to help himself.and the opportunity to choose according to his desires. Today a significant portion of the American people are not part of that framework. As a result, these people are particularly unable to provide for their own needs and desires regarding housing as well as other necessities. The solution lies not in giving these people the things they are not able to provide for themselves, such as housing, but in giving them the opportunity to provide for themselves. In other words, housing the nation's rural and urban poor, the disadvantaged, is but one element of a national condition which, in its totality, includes the conditions of social, economic, and physical growth of the entire populace.

The constraint of the inadequate development of the individual is made up of many factors. It includes the limits of mobility within the structure of our society. Disadvantaged people tend to remain disadvantaged because the tools for changing their opportunities are beyond their reach. The constraint also includes the tendency of society to super-impose on the entire population the values of the majority of the population, regardless of the needs of the individual. The individual is not exposed to a range of alternatives that include alternative to fit his needs.

The constraint of the inadequate development of the individual is a factor in many of the problems America faces today — not just housing. But the fact remains that the housing problem will be incapable of solution unless the United States realizes some measure of success in removing this constraint.

The Constraint of Attitudes and Actions

There are numerous visible attitudes and actions that work to constrain the national condition of housing. These attitudes and actions are examined in terms of the adequacy of supply, the total environment, the equality of opportunity, the economy and the organizational impediments which restrict effective action.

Adequacy of Supply. "The nation is heading toward a serious shortage of housing for the total population, unless production is sharply increased." (27) The President's National Commission on Urban Problems (Douglas Commission, 26), states that to meet America's housing needs, we must build at least 2.0 to 2.25 million housing units a year. Of these, at least 500,000 a year, exclusive of housing for the elderly, should house the poor and moderate income families who at present cost and incomes cannot afford to rent or buy decent, safe and sanitary housing.

Inefficient production of housing has been supported largely by the lack of adoption of new technological innovations. House building is still an archaic, craft-type art. Mass production of housing is still in its infancy. Do-it-yourself construction is difficult and inefficient.

Housing has remained inflexible in implementing the chosen life styles of occupants. With the great mobility of this society, housing is still tied by an umbilical cord to utilities (water, sewer, electrical, gas) and transportation (streets). The risks of buying and selling a home are not attuned to the mobility of society.

The adequacy of the supply is also influenced by shortages of the skilled labor required for construction, the availability of building materials required for dwelling, construction, and the availability of building sites.

The supply is also constrained by the capabilities of maintaining the existing supply. The capabilities of existing cities to service the demands of swelling units are limited. Tenants, landlords, and owner occupants are often not sufficiently interested in or capable of adequately maintaining their dwellings.

Total Environment. The suitability of housing as a meaningful place for family life is largely dependent upon the neighborhood surroundings in which the house exists. This constraint includes problems of the location and of the development of the land utilized for housing.

The location of housing development has been largely restricted to existing urban centers, [redacted]. Many of these areas are so large and complex that the utility of such development has reached the point of diminishing returns. Development has been allowed to sprawl outwardly at low concentration, unmercifully and inefficiently consuming our natural resources. New concentrated developments have not been promoted. Preservation and optimum utilization of the land has not been sought to a degree that will insure the continued use of rural land, open space and the streams, rivers and lakes of the country.

Segregated, homogeneous suburban areas of socio-economic ethnic, and racial concentration have been promoted, with employment centers located great distances from the area of residence. Homes

FHA

are built in concentration without adequate provision of shopping, education, health, religious, recreational, service and facilities to conduct home life in the style desired. Homes are not just cubicles for retiring after work, but the nucleum of the entire development of personal life.

Define first maybe

Equal Opportunity. Barriers to equal occupancy of the total housing inventory by all people have created pockets of extremely overcrowded, unsatisfactory housing in many localities within the country where actually there may exist enough decent housing, in total, for everyone. Such inefficient utilization of resources is inexcusable from the standpoint of physical waste, to say nothing of the social costs involved.

These barriers are artificial ones created by society to prevent persons of certain economic, ethnic, and racial backgrounds to live in certain neighborhoods. Sometimes governmental tools are misused to perpetuate these injustices, as when zoning ordinances specify different floor space minimums in various residential neighborhoods, thereby effectively segregating them economically.

Only when all people are free to choose their home from among the total supply will the most efficient and fair distribution of housing result.

The Economy. The constraint of the economic development of the people and the nation includes the national commitment to issues other than the personal needs of the nation's people.

Issues of defense, space exploration, trade, and foreign aid often take precedence over the needs of the individual. National

commitments limit the funds available for developing housing on a massive scale which might be required by adoption of a housing policy. All of these economic needs compete for a portion of the Gross National Product. Only through careful development of priorities can the optimum economic allocations be made to take care of the problems while not adversely affecting the nation's rate of growth, level of inflation, and degree of unemployment.

Development of housing is also constrained on another level by the individual's buying power. An imbalance exists on the percentage of total earnings spent on housing. Low income citizens are required to spend 25 to 30% or more of their earnings on shelter on a percentage basis considerably more than higher income citizen. Twelve per cent of America's families cannot afford standard housing at this rate. wording

Housing has been constrained by lack of profit incentives which would interest the investment of private capital in developing housing. Federal inducements to the construction industry and the manufacturer of materials have, in the past, been traditionally guided by the state of the economy, not by the need for housing. When the economy slumps, money is poured into these industries to stimulate the economy.

Organizational Impediments. Housing is constrained by both factionalism and lack of knowledge. Vested interests in labor unions, the construction material, industries, and financial institutions are protective of their stable positions. Local governments are strangled by building codes and zoning ordinances which further the protection of these vested interests.

Consumers lack knowledge about the nature of the problem they and the nation face. A large segment of society will not acknowledge the fact that inadequate housing for a sizable portion of society is a problem. This attitude precludes the conscious collaboration among the various segments into which the community is divided.

There are also organizational constraints on the abilities of governments at all levels to deal with a problem like housing. Administrative structures, overlapping geographical jurisdiction, and governmental power limitations all add to the difficulties of local governments in coping with most problems, including housing. State governments are almost as ineffectual.

The mitigation of these organizational constraints will require a realization on the part of the public of how disorganization is adding to all the nation's problems, including housing, and a demand for fairer and more efficient governmental systems to cope with such problems.

REVIEW OF HOUSING PROGRAMS AND POLICIES

Existing housing programs and policy statements are reviewed in this chapter. Of particular importance are housing and urban renewal programs in the United States, housing practices in Western Europe, and non-federal housing policy statements from various groups in the United States.

Housing and Urban Renewal Programs of the United States

The Social Security law, public assistance laws, economic opportunity laws, and housing laws are commonly classified as welfare legislation. The United States, on all three levels of government, has lagged behind the other [redacted] industrial nations of the world in the development of [redacted] Welfare legislation. It was not until the Great Depression of the 1930s that the national government was moved to enact any large scale welfare legislation.

The United States, in its early history, was an agricultural country with a rapidly expanding frontier. The rapidly growing population and abundance of opportunities in the early years established the American tradition of the "rugged individualist" who, through hard work, initiative, and thrift, could be expected to accumulate sufficient resources to provide for his economic security. (25, p. 3)

After 1870, however, the United States had become an industrialized nation. The national economy came to be [redacted] characterized by industrialization, specialization, and urbanization. Wage labor became increasingly important in the national economy, and independent farmers, artisans, and tradesmen became less important. Thus, a large

and growing segment of the population became dependent not only on their own efforts for economic security, but also on a continued flow of cash income. (25, p. 3)

The Great Depression of the 1930s dramatized the fact that many Americans had become dependent on factors beyond their individual control for economic security. The extreme hardship generated during the depression forced the Federal Government into the field of welfare legislation on a massive basis.

Today, two concepts of social welfare, residual and institutional, are present in the United States. The residual concept, more popular before the 1929 depression, states that social welfare institutions are used only when the normal structures of supply, the family and the market, break down. The residual concept follows traditional American ideology of individual responsibility, and does not reflect the radical social changes accompanying advances industrialization. In contrast, the institutional view sees social welfare services as normal functions of modern industrial society and is designed to aid individuals and groups to attain satisfying standards of life and health.

Historical Development of Legislation

The 1937 Housing Act is the base for subsequent Housing Programs in the United States. However, before the 1937 Act was passed, several key pieces of legislation were enacted.

Between 1932 and 1934 Congress, in several acts, created the Federal Home Loan Bank System, the Federal Savings and Loan Associations, and the Federal Savings and Loan Insurance Corporation. The purpose of these acts was to provide Federal money to banks and savings

and loan associations and to insure private deposits, thus stimulating private savings, so that banks and savings and loan institutions could finance more mortgages. As of December 31, 1966, 5,031 home financing institutions had received federal monies under these programs. The balance of outstanding advances totaled $1.9 billion. (22, p. 3-4)

In 1933, Congress passed the National Industrial Recovery Act. Title II of this Act created a Housing Division within the P.W.A. and authorized the use of Federal money to finance and build low-cost public housing. The main purpose of this Act, however, was to stimulate the construction industry and thus provide employment. (22, p. 55; 10, p. 337)

The Federal Housing Administration was created by the National Housing Act of 1934. The immediate objective of this Act, also, was to stimulate the construction through insuring home construction loans made by private institutions at low interest rates. A long range objective was to encourage higher building standards. Through 1966, FHA had insured loans for over 8.6 million homes, 1.2 million rental units, and 28 million home improvement loans. In all, FHA has written mortgage insurance of over $112 billion. (22, p. 9)

Housing Act of 1937. In 1937, Congress passed Public Law 75-412, the Housing Act of 1937. This act created the U. S. Housing Authority, originally in the Department of the Interior. It was established to provide loans and grants to local public housing agencies for low-rent housing and slum clearance. (22, p. 6)

The Housing Act of 1937 transformed public housing as an emergency function under the NIRA into a semi-permanent function. However, the emergency relief aspects of housing were still a part

of the program, as it was primarily intended to continue as a part of the employment stimulation programs which had preceeded it. (10, p. 338)

The major provision of P.L. 75-412, was [redacted] to permit Federal participation through financing in local public housing projects. Under this act, the Federal government bore the cost of site acquisition and project development, while project tenants would finance the operating expenses of the project through their rent.[5] The local authorities serve principally as administrators and managers. (13, p. 108)

The projects built under this act were to house "families of low income." The government sought to avoid going into competition with private enterprise. (13, p. 110)

In an effort to compromise between those who wanted to eliminate slums and those who wanted to provide decent low-rent housing, P.L. 75-412 tied low-rent housing to slum clearance through the "equivalent elimination agreement." This agreement provided for a clause in contracts with local agencies which stipulated that

> . ."elimination by demolition, condemnation, and effective closing, or the compulsory repair or improvement of unsafe or unsanitary dwellings situated in the locality or metropolitan area, be substantially equal in number to the number of newly constructed dwellings provided by the project." (13, p. 112)

By 1939, the national economy had recovered sufficiently to permit Congress to consider removing its work stimulation programs.

As a result, the U. S. Housing Authority did not receive Congressional appropriations in 1939. However, by 1940 threats of war had become real enough to worry Congress about critical housing shortages in many prime defense construction areas. The U. S. Housing Authority received appropriations to construct housing for defense workers under P.L. 76-671 in 1940. This law did not provide for low-rent housing, but for housing let at fair market rent with tenancy preference given to defense workers. (10, p. 339)

Housing Act of 1949. After WW II, Congress debated the low-rent housing question for over four years. The debate was settled in 1949 with the passage of P.L. 81-171, the Housing Act of 1949. Public Law 81-171 was essentially an extension and embellishment of the Housing Act of 1937. (10, p. 341)

The preamble of the 1949 act contains the nation's housing goal, "a decent house and a suitable living environment for every American family."

Title III of the 1949 act concerned low rent public housing. It authorized Federal contributions and loans for 810,000 units of low-rent public housing over a six year period. (22, p. 6)

One section of the 1949 act outlined the limits to which the Federal government would go to avoid competition with private enterprise housing. The act read in part that no contract could be entered into with the Federal government for annual contributions and loans "unless the (local) ...agency has demonstrated that a gap of at least 20 per centum...has been left between the upper rental limits for admission to the proposed low-rent housing and the lowest rents at which private enterprise unaided by public subsidy is providing...a substantial

supply of decent, safe, and sanitary housing." (13, p. 110; 22, p. 6)

Title I of the Housing Act of 1949 was concerned with urban redevelopment. The Housing Act of 1937 had combined slum clearance and public housing under one program. The "equivalent information agreement" was found to be too restrictive an approach to slum removal. Title I, therefore, put forth a broader and more flexible approach to slum removal. (22, p. 17)

The slum removal approach developed in Title I was basically a partnership between the Federal government, local government, and private enterprise. Local government was to acquire and clear slum or blighted areas, and then dispose of the land at fair market value to private enterprise for development. The Federal government committed itself to pay two-thirds of the loss incurred by the local government in this process. Local government was to pay the other one-third of the loss, but its contribution could be in non-cash form, such as site improvements in the project. (22, p. 18)

Title I limited urban renewal projects to areas either predominantly residential before development or after development, and thus sought to address itself to housing. (13, p. 150)

However, the construction of housing under P.L. 81-171 was severely curtailed by the outbreak of the Korean War. A presidential directive issued in 1950 limited construction to 50,000 units in the last six months of 1950 and 75,000 in fiscal 1951. Congress limited construction to 50,000 units for fiscal 1952 and kept appropriations to an average of 35,000 units per year until 1961. By 1954 only sixty-one projects had reached the execution stage, and only $105 million of the capital grants had been committed. (22, p. 18)

Housing Act of 1954. The Housing Act of 1954, P.L. 83-560, added sections 220 and 221 to Title III of the Housing Act. Section 220 provides FHA mortgage insurance for rehabilitation of rental housing and construction of new apartments in urban renewal areas. (22, p. 11)

Section 221 was added to provide more favorable terms for FHA mortgage insurance on low-cost housing for families displaced by urban renewal and other government action. This section filled the 20 per cent gap between the upper rental limits of low-rent housing and the lowest rents at which private enterprise unaided by public subsidy could provide. In 1961 this section was enlarged to apply to all low-and moderate-income families.

The Housing Act of 1954 broadened the slum clearance and redevelopment program of Title I. The 1954 act authorized Federal participation, on the 2/3-1/3 basis, in local efforts to prevent the spread of slums and blight through rehabilitation and conservation programs. (10, p. 18)

The 1954 act also created the "workable program" concept. This was a provision that Federal assistance to urban renewal projects would not be available unless the local agency prepared a workable program which had to meet several Federal standards. The workable program was a prerequisite for Federal assistance to low-rent housing and the new 220 and 221 programs. In addition, section 701 was added to the 1954 act, thus providing Federal matching grants to assist the financing of comprehensive planning.

Five million dollars was also authorized to finance 1/3 of the cost of testing and reporting new techniques for preventing and eliminating slums and blight. (22, p. 19)

Housing Act of 1956. Under P.L. 84-1020, Congress authorized the Public Housing Administration to assist in the financing and construction of new housing, or remodeling of existing low-rent public housing, for elderly families. (22, p. 7)

P.L. 84-1020 created the General Neighborhood Renewal Plans (GNRP). Under this act, the Housing Administration was authorized to advance monies to LPAs for the preparation of general neighborhood renewal plans of such a scope that urban renewal activities may be staged over ten years rather than as a single project. The advances were to be repaid out of funds for the first project in the area.

The 1954 act also provided for relocation payments of up to $100 for families and individuals, and $2,000 for businesses displaced from urban renewal areas. In 1959, these maximums were raised to $200 and $3,000.

Housing Act of 1959. The 1959 amendments to the Housing Act redefined Federal participation in community renewal programs. The Federal government was permitted to make grants to local governments for 2/3 of the cost of preparing community wide urban renewal plans. These plans were to include identification of slums and blighted areas, measurement of blight, estimation of resources needed to renew such areas, identification of potential project areas and types of action contemplated for them, and a schedule of urban renewal projects. (22, p. 19)

Housing Act of 1961. The Housing Act of 1961, P.L. 87-70, authorized the expenditure of the remaining balance of $336 million from the Housing Act of 1949. The public housing section of P.L. 87-70 also made new provisions for over-income tenants and the elderly. Formerly, public housing tenants had been required to leave the project when their income reached a certain level (see 20% clause, Act of 1949 above). The 1961 act permitted the over-income family to remain in the project at a rent related to its income until the local agency determined that the family could find decent housing at a suitable rent. The 20 per cent gap requirement was eliminated for elderly persons.

Standards for Federal participation in urban renewal projects were amended in 1961. In cities of 50,000 or less, the Federal share was revised upward from 2/3 of the cost to 3/4 of the cost. Participation in cities of over 50,000 was still limited to 2/3 of the net project cost. (22, p. 20)

Housing Act of 1964. Public law 88-560 expanded on the relocation payments authorized in 1956 to permit relocation adjustment payments to low-income and elderly persons and small business for costs incidental to displacement from urban renewal areas. Low-income and elderly families were authorized to receive adjustment payments, in addition to moving expenses, of up to $500 and small business were authorized payments up to $2,500. In addition, relocation payments were authorized in 1964 and 1965 for development programs other than urban renewal. (22, p. 18)

Housing and Urban Development Act of 1965. Public Law 89-117 renewed the Federal government's commitment to public low-rent housing. Congress authorized $188 million to be spent on public housing over the next four years. This money was to provide 60,000 additional public housing units. (22, p. 8)

The 1965 act provided for a new form of low-rent public housing. Under these provisions, a local housing agency may use up to ten per cent of the units in a privately owned structure for low-rent housing under a contract with the owner. Such a contract could have a term of from 1-3 years and may be renewable. In 1966 the limit was raised to five years.

The 1965 act also developed "turn Key" housing. Under this system a contractor who has a site, or an option on one, may propose to build housing on it for the local agency. This option is also applicable to rehabilitation.

A rent supplement program for low-income families who are elderly, handicapped, displaced by government action, occupants of substandard housing, or occupants of housing damaged by natural disaster was developed. Supplements are available for housing financed under FHA section 221(d)(3). The rent supplement payments represent the difference between the rent the eligible tenant can pay, based on a 25 per cent rent to income ratio, and the fair market rent of the unit. The fair market rent is established by FHA based on an amount sufficient to amortize the project plus project operation and maintenance.

Grants to aid localities in housing code enforcement were also contained in 1965 legislation. The Federal government may contribute

2/3 of the cost of planning and implimenting intensive code enforcement programs at the local level designed to prevent the spread of slums and blighted areas.

Legislation in 1965 also enabled the Federal government to participate in up to 2/3 of the cost (3/4 in designated urban renewal areas) of neighborhood facilities. Eligible projects are multi-purpose centers which provide health, recreational, welfare, social, or similar community services.

Title X of the National Housing Act was adopted in 1965 and enables the FHA to insure mortgages which finance land development for residential and related uses. In 1966 Title X was amended to include new towns. A mortgage can not exceed $25 million and the total amount of insurance outstanding at any one time is limited to $250 million. (22, p. 11-18)

Demonstration Cities and Metropolitan Development Act of 1966. In 1966, Congress passed P.L. 89-754, the Demonstration Cities and Metropolitan Development Act of 1966, now known as the Model Cities Act. This program represented a new approach to urban redevelopment. In addition to funds available for traditional urban renewal activities, cities may receive Federal financial assistance to plan, develop, and implement programs to revitalize entire slum areas through the coordinated use of all available Federal, State and local resources.

To qualify for funds under this act, local programs must be designed to approach the slum problems on both the physical and social levels; increase the low-and moderate-cost housing supply; attach social, educational, health, and employment problems; and "contribute to a well balanced city."

Also, the program requires immediate action, adequate resources to carry out the projects, fullest possible involvement of private enterprise, maximum feasible citizen participation, and consistency with an existing comprehensive plan. (22, p. 13)

Housing and Urban Development Act of 1968. The Housing Act of 1968, P.L. 90-448, introduced the Neighborhood Development Program. This program allowed cities to undertake urban renewal projects on a one year basis rather than over longer periods of time. This was undertaken to free Federal money from long-term commitments.

The 1968 act also introduced a requirement that the majority of housing units built in urban renewal areas developed for residential purposes be for low and moderate income families. The Secretary of HUD may authorize FHA to reduce mortgage interest rates on behalf of lower income families desiring to purchase or rent housing to as low as 1 per cent. Participating families may not have incomes that exceed 135 per cent of the limit set for local public housing.

In the 1968 act, Congress affirmed the national goal of "a decent home and a suitable living environment for every American family." Congress further stated that the fullest possible use of private enterprise should be made in Federal housing programs. (24, p. i)

Criticisms

The public housing and urban renewal programs in the United States have been criticized on many levels. This section will summarize some of the more important criticisms. It is important that any criticism point up the positive aspects of its subject as well

as the questionable aspects. Therefore, this criticism will start with the positive aspects of public housing and urban renewal.

The positive aspects of public housing under the Housing Act of 1937 and its successors can be very simply stated - as of 1966, 633,000 low-rent dwellings had been completed under the program. (22, p. 6) Without the public housing programs, these units would probably not have been built.

The positive aspects of urban renewal are manifold. These benefits will be simply listed here in the interest of brevity. The terseness of this listing should not lead the reader to believe that the benefits of urban renewal are unimportant, for they are not. Briefly, then, some of the benefits of urban renewal are:

1. It provides a multipurpose opportunity to correct the mistakes of the past including the correction of traffic problems, and the provision of playgrounds, open spaces, neighborhood amenities, and new housing.
2. In many cases, it has spurred local interest in the quality of civic development and has provided an impetus to civic and cultural improvements. For example, Lincoln Center in New York City was developed as an urban renewal project.
3. It has helped the expansion of universities and colleges, hospitals, and other public service institutions.
4. It has helped induce industry into some cities by allowing the city to assemble land for plant sites.

5. It has helped many cities rebuild their downtowns.

6. It has helped replace the high-rent housing stock of central cities, thus raising the tax base. | haven't most of these done this

7. It has encouraged the establishment of cooperative housing in the United States. (1, p. 155-177)

Housing and urban renewal programs and policy in the United States have been criticized by many groups and individuals. Some of the major criticisms are discussed below.

Socialized Housing. Much criticism of the housing and redevelopment programs has come from real estate groups, principally the National Association of Real Estate Boards. The major basis of criticism from real estate people is that these programs represent a move toward socialized housing in the United States. Another major criticism is that public housing is in competition with private housing - despite the 20% gap requirements. (7, p. 465)

Housing and Slum Clearance. The Housing Act of 1937 tied public housing to slum clearance. This attitude has continued through the development of our housing programs, and in fact, slum clearance has become dominant. Lawrence Friedman has criticized this provision in the 1937 Housing Act in two points. First, he notes that the "equivalent elimination agreement" prevented any possibility that public housing would become a vehicle for resettling some of the poor into the suburban fringe, thus reducing the economic segregation common to our cities or public housing would be built on the cleared land. Second, Mr. Friedman notes that this provision guaranteed that public housing would not result in any substantial increase in the housing stock. (13, p. 111-112)

Should be your criticism a critique of Friedman not his

20% Gap. Friedman has also criticized the "20% gap" requirement of the public housing laws. Friedman remarks that this provision "created a guarantee that there will always be a segment of the population for whom neither public housing nor private enterprise will provide housing." (13, p. 111)

Construction and Design. A third criticism offered by Friedman concerns the design of public housing. Housing legislation provides that the Federal government is allowed to support only projects without "elaborate or expensive design or materials," and which do not cost more than the "average construction cost of dwelling units currently produced by private enterprise in the locality." ~~(p. 15(5))~~ Friedman contends that "these limitations... virtually ensured that public housing would be minimum housing in looks and in life style; it would be physically better and safer than slums, but it would never grace the landscape and bring pleasure to the eye." (13, p. 113)

Residual Programs. Robert K. Brown and Charles Abrams point out that U. S. Housing programs are residual in nature. By this, they mean that builders, and not the people, are the direct beneficiaries of government action. This philosophy became fully recognizable in the Housing Act of 1949, even though it had been implied in the 1937 Housing Act which, they say, was designed primarily to provide employment, not housing. Abrams has said, for example, in regard to the 1949 act,

> "housing programs and community improvement were to be carried out to respect the private enterprise process. The entrepreneur was to be the main artery

through which federal slum clearance money and credit were thereafter to be channeled. General welfare in housing was to be served by entrepreneurial welfare. This applied both to FHA programs as well as to the new urban renewal program which the 1949 act authorized." (1, p. 75)

Abrams then goes on to say,

"If public welfare and private welfare were to find common sense in a common effort, it could be justified politically only if it also brought some dividends to the common man, i.e., the "people".....

The people, under the new formula, however, were now to be mostly the remainder men, the residual legatees after the direct beneficiaries had had theirs."

Even though a policy of subsidizing private enterprise may have had merit in the 1930s, when the entire economy was down, this policy has little validity today. Today, it is not private enterprise which needs subsidization, but those people which cannot afford to pay private enterprise the profit it requires. (13, p. 257)

what's the difference

The Predominantly Residential Clause. Even though the 1949 act attempted to bind urban redevelopment to residential construction, according to Lawrence Friedman, it has been unsuccessful in this attempt. Friedman notes the goal statement in the 1949 act and its obvious implications, but then cites section 110(c) of the act which limits project areas which were either "predominantly

residential" before development or "redeveloped for predominantly residential purposes." This clause has made it possible to tear down a slum and erect a totally non-residential use. Thus, "urban redevelopment was not a program to build houses, not a program for sheltering the urban poor..." "Nor did the clause in any way require the construction of low-cost housing." (13, p. 250-251)

Thus, a program that had begun as a source of public housing for the poor has become a program which can remove the poor's housing. (13, p. 157)

Abrams has documented the loss in the total housing stock because of urban renewal and other public works such as freeways, airports, and other enterprises. The net losses from one housing stock during the 1950-1956 period was more than 200,000 units per year. Between 1957-1959 it jumped to 475,000 per year. Almost half of this loss was due to urban renewal. (1, p. 43-44)

In an examination of the intent behind the Housing Act of 1949, Abrams found the underlying principal to be the elimination of slums and the provisions of decent housing. Public housing, he found, was to be an important part of the program. (1, p. 82)

However, reports Abrams, the urban renewal-public housing partnership has not been viable. Abrams attributes this to the involvement of private enterprise. When private enterprise is given control of the cleared slum land, construction of public housing is foregone in favor of more profitable undertakings.

> "Since the welfare of the building industry had won equal place with the people's welfare in the 1949 act, it seemed inevitable that sooner or later the interests of the lower-income families

would be forgotten. When the entrepreneurial and the general welfare are bracketed in the same legislation, it should not be surprising that the social purpose will be subordinated. It was." (1, p. 85)

Need for a Consistent Policy. Martin Myerson has noted the same inconsistency which Abrams has detailed. He points out that there is a basic inconsistency between the national housing goal and the legislation enacted to reach that goal. Even though the major aim of the policy was to improve the position of lower-income families, the legislation has had the effect of benefitting middle-income people. "Most gains have been for builders and mortgage lenders. As for urban renewal, it has often displaced the poor in favor of the rich." (6, p. 74)

Myerson finds other inconsistencies in U. S. housing law; among them a conflict between the FHA mortgage insurance program and urban renewal. While the FHA program has encouraged middle-income housing in the suburbs, urban renewal has a chief aim, as employed in many cities, of retaining middle-income families within the central city. (6, p. 70)

Myerson goes on to explain the inconsistencies in this way: "The truth is we have never tried nationally to sort out our housing purposes and arrive at a decision on whether we wanted housing policy to encourage home ownership in the suburbs, or to provide a stable market for downtown merchants, or revitalize a tax base for older cities, or provide employment, or help stabilize the economy, or provide decent quarters

for varied income groups, racial groups and family sizes and compositions, or increase the housing supply, or aid the middle-income family, or prop up the marginal home builders, or encourage mass production. There is evidence that we have tried to reach all of these purposes, but little evidence of a weighing of purposes, or an analysis of how well a particular activity achieved its desired effect, or whether one program erased the benefits of another..." (6, p. 75)

Summary of U. S. Housing and Urban Renewal Programs

The Federal government first entered the housing field in the 1930's through the creation of the Federal Home Loan Bank System and the Federal Savings and Loan Associations in 1932 and 1934, and FHA in 1934. The area of public housing was entered in 1933 with the National Industrial Recovery Act, and the Housing Act of 1937. These acts all had the primary purpose of creating employment through stimulation of the construction industry.

As far as public housing is concerned, the NIRA allowed the Federal government itself to construct public housing throughout the Nation. The 1937 Housing Act reduced the Federal government's participation to that of subsidizing local authorities in their efforts to construct public housing. The 1937 act also tied the creation of public housing to slum clearance through the "equal elimination agreement."

The Housing Act of 1949 separated public housing and slum clearance, or urban renewal, into two different fields and created the tri-partite partnership in housing and urban development of

Federal government, local government, and private enterprise, placing the actual responsibility for development on private enterprise. The 1949 act also declared the national housing policy to be the provision of "a decent home and a suitable living environment for every American family."

Basically, the same programs have been continued throughout the 1950's and 1960's with the programs becoming more flexible, through provisions for rehabilitation, for example; offering slightly more encouragement to local government and private enterprise; and offering slightly broader subsidies to low-income families.

The Model Cities Act of 1966 offered the latest approach to housing and urban development. Instead of concentrating solely on the physical aspects of housing and renewal, this program requires a multi-faceted approach including such additional areas as social welfare, education, health, employment, and crime.

Criticisms of the national housing programs range from the specific to the all-inclusive. Specific criticisms include the tying of public housing to slum clearance in the 1937 act, which reduced the possibility of enlarging the nation's housing stock; and the 20% gap requirement which excludes a specific portion of the population out of either public or private housing; and the design limitations put on public housing.

A broader criticism has been leveled at the dependence on private enterprise in the housing and urban renewal process. This dependence, some critics feel, has severely limited the degree which the programs serve the general welfare, because the welfare of private enterprise must be served first.

The most general criticism is that programs and policies, either stated or implied under housing legislation, are often contradictory, and in some cases conflicting. Some feel that our housing needs have not been well examined, our housing purposes have not been well thought out, and our existing housing programs have not been well evaluated.

Housing in Western Europe

The United States is not alone in having a housing problem. Most of the nations of the world are faced with some degree of housing shortage, with the newly developing countries having perhaps the most crucial housing dilemma. The countries of Western Europe, however, have housing problems which are most closely akin to those of the United States, and consequently, the attempts of these countries toward solving their problems provide the most valuable information for those who wish to develop a housing policy for the United States.

Early Governmental Involvement In Housing

In many European countries housing has long been viewed as an appropriate sphere for governmental action. During the nineteenth century some of these countries began to regard the provision of housing for the people as a social concern. Holland passed a Housing Act in 1901 that stated that housing was to be the subject of constant care and activity of both the national and local governments. (18, p. 1) The care provided for by this act extended to governmental funding of a considerable part of the financial burdens entailed in supervising and stimulating the housing supply. Likewise

in Britain, housing for the people has been a major concern of government policy for more than 50 years. (9, p. 1)

In certain countries of Europe, housing became, at an early stage, the concern of groups of people, but not a concern of the government until somewhat later. In Scandinavian countries cooperative housing has long been accepted. Housing cooperatives began to be formed in Sweden in the 1870's, but it was not until after World War I that the Swedish government assumed a major role in housing. (7, p. 519, 29, p. 62)

West Germany seems to have a history most comparable to that of the United States in regard to the reliance on private enterprise for provision of housing, and the minimization of governmental influence until the period between the World Wars. (29, p. 113)

The Post-War European Housing Problem

Like the United States, virtually all western European nations faced critical housing shortages following World War II. The most immediate cause was the war itself. In some countries major portions of the housing in existence at the beginning of the war was destroyed and much of that not destroyed was badly damaged. Lack of adequate maintenance of existing structures lead to obsolescense of many houses which were not directly damaged by the bombing. In addition, house building had virtually ceased during the war. (29, p. 1)

At the same time, most of the countries had experienced a large increase in population during the war, and this was generally accompanied by a sharp rise in marriage rates. Incomes rose shortly after the war, promoting a rise in the standard of living desired by Europeans. This lead to demand for new and better houses. Some

families who had doubled up in the war years, now sought private quarters. Large numbers of refugees entered some countries, particularly West Germany and The Netherlands, creating extra demand for housing. (7, p. 511)

Approaches Taken Toward Alleviating the Housing Problem

The worst effects of the immediate post-war housing shortage were attacked through governmental rationing and rent control in most European countries. (28, p. 65) Emphasis in the early post-war years was on repairing damaged buildings rather than on new construction. The collapse of the building industries during the war called for revitalization through governmental control and subsidy.

Space in urban areas that had been bombed out during the war was used for postwar housing, so land was relatively cheap at first. When this supply was diminished within a few years, European governments, still faced with serious housing shortages, sought increased legal powers for acquisition of land in urban areas, and they turned to new town planning as an aid to utilization of non-urbanized land for housing. (28)

European countries generally concentrated on trying to increase the supply of housing to a reasonable level before emphasizing the need to increase the desirability of the housing inventory. In other words, they sought to insure that there was enough decent housing for slum dwellers to move into before they began to tear down the slums. (3, p. 128; 19, pp. 17-18)

Volume of Housing Construction

As a result of the attacks made by European countries on their housing shortages, new housing construction has progressed at an impressive rate in most of the European countries since 1950. The highest level of production has taken place in the country that experienced the most serious war damage - West Germany. A total of 561,000 dwellings was completed in 1956, representing 11 new dwellings. for every 1000 inhabitants of West Germany. (7, p. 516)

The following table shows comparative rates of construction of dwelling units in several European countries for 1956. The corresponding figures for the United States are also shown for purposes of comparison. (29, p. 223; 7, p. 538)

DWELLING UNITS COMPLETED PER 1000
INHABITANTS, SELECTED NATIONS, 1956

Country	DU Per 1000 Person, 1956
United Kingdom	6.0
Sweden	7.9
Denmark	4.5
Norway	8.0
West Germany	11.0
The Netherlands	6.4
France	5.5
Belgium	4.8
Switzerland	7.9
United States	6.6

It is interesting to note that the recommendation of the President's National Commission on Urban Problems (Douglas Commission, 26) concerning new housing needs for the coming years in the United States, calls for 2.0 to 2.25 million housing units to be built each year. This would represent roughly 10 new units per 1000 individuals per

year - seemingly not an impossible figure for this nation in view of the fact that West Germany has exceeded that rate of construction in the past.

Financing Methods and Sponsoring Groups

Perhaps the most basic differences between the United States and Western European nations concerning housing are the methods of financing used and the types of entities which sponsor housing construction. In Sweden, for example, cooperative housing, sponsored by nation-wide non-profit associations of tenants, represented about 30 per cent of the entire housing construction in 1960. Approximately another 30 per cent of Sweden's housing that year was built by state and local housing authorities, while only 40 per cent of the housing construction was built by private enterprise. (7, p. 518) In contrast, cooperative housing is almost non-existent in the United States and state and local housing authorities only account for a small percentage of the total housing supply. The large majority of housing in the U. S. is built by private enterprise.

The following table gives a breakdown of dwelling units constructed by the type of investor, for selected nations for the years 1957 and 1960. (7, p. 537)

PERCENTAGE DISTRIBUTION OF DWELLING UNITS COMPLETED,
BY TYPE OF INVESTOR, 1957-1960,
SELECTED WESTERN EUROPEAN COUNTRIES

	1957	1960
United Kingdom:		
Local authorities	55.1%	42.2%
Other authorities	3.0	1.5
Private persons, unaided	41.9	56.3

PERCENTAGE DISTRIBUTION OF DWELLING UNITS COMPLETED,
BY TYPE OF INVESTOR, 1957-1960,
SELECTED WESTERN EUROPEAN COUNTRIES (con.)

	1957	1960
Sweden:		
State and local authorities	30.1%	31.1
Cooperatives	27.2	29.5
Private	42.7	39.4
Owner-occupiers	21.7	22.2
Others	21.0	17.2
Denmark:		
State and municipalities	7.8	4.8
Housing associations	48.7	27.5
Private persons	43.5	67.7
Aided	36.1	21.9
Unaided	7.4	45.8
West Germany:		
Public authorities	2.5	2.4
Housing cooperatives	29.5	26.1
Private	68.0	71.5
Individuals	60.4	63.9
Enterprises	7.6	7.6
The Netherlands:		
State	0.7	0.4
Municipalities	26.1	23.2
Housing associations	27.3	26.2
Private	45.9	50.2
France:		
State (reconstruction)	12.0	4.0
Public bodies (Low cost)	26.8	30.6
Private	61.2	65.4
Aided	53.2	55.1
Unaided	8.0	10.3
Belgium:		
State, local authorities	0.1	0.2
Semi-public bodies	13.9	14.1
Private	86.0	85.7
Aided	29.5	20.4
Unaided	56.5	65.3
Switzerland:		
Public bodies	2.1	2.6
Cooperatives	9.7	12.6
Private	88.2	84.8
Individuals	44.2	47.1
Others	44.0	37.7

This table shows that European countries differ as to the degree of governmental involvement in financing housing. Belgium, Switzerland and West Germany rely heavily on private rather than governmental financing, while nations such as the United Kingdom and The Netherlands lean the other direction.

Several Successful Housing Programs of Selected Countries

A review of all the different housing policies and programs of European countries is, of course, beyond the scope of this report. The following summary of several housing programs which have proved successful in certain nations is only presented to indicate the types of different approaches to the housing problem in Europe.

New Towns. The most spectacular of the post-war programs concerning housing in Europe, has been the building of new towns. The arguments in favor of new towns were simple. The large cities had grown too large, improved housing conditions within them could not be obtained except "...at unwarranted social and economic costs. Yet the need for more houses was not abated and further large-scale peripheral expansion could not be countenanced." (11, p. 69)

In several European countries it became an accepted fact that neither private enterprise nor local governmental machinery were capable of undertaking town building on the scale required. Consequently, new towns have been built by government sponsored and financed public corporations in England and several other countries. (9, p. 12)

The degree of success of these ventures is still being evaluated, but the application of some such programs to the situation in the United States may well be desirable in view of the tremendous

problems private enterprise is now experiencing in the nation in trying to produce new towns without government assistance.

Income Tax Subsidies. A key feature of West Germany's housing program is the use of income tax subsidies as a device to direct private investment into desired types of housing investment. Rapid amortization for Federal income tax purposes of private investments in low-income rental housing provides a degree of incentive for private investors to build that type of housing in West Germany. The same idea could be extended to help owner occupants unable to afford housing of acceptable standards without subsidy somewhat in the manner of the income tax purposes used by several of the states in the country. (It is interesting to note that the President's National Commission on Urban Problems (Douglas Commission, 26) rejected tax incentives to industry as a solution to the housing problem).

Housing Cooperatives. Sweden's nation-wide housing cooperatives carry on the business and trade of constructing and managing house property. They "do not trade for profit and can therefore provide accommodations at a reasonable cost." (16, p. 5) Units are made available to the members of the general public who enjoy the right of permanent occupancy at rents computed on a cost basis, or to cooperative shareholders of local housing societies who actually own collectively the dwelling complex they live in. The government encourages the cooperatives in various ways such as guaranteeing interest rates on loans.

Family Housing Subsidies. Sweden has also successfully utilized annual family housing allowances paid by the national government to needy families with two or more children. These direct

subsidies are based on a flat rate per family with additional increments for each child. Thirty per cent of all Swedish families with 2 or more children received such allowances in 1956. (29, p. 85) These direct housing subsidies are viewed as an alternative to public housing, which enable disadvantaged families greater choice and independence in obtaining homes for themselves.

Basic Lessons to Be Learned From Western Europe

In summary of this quick review of housing in Western Europe, it can be said that all of these nations share with America the problem of insufficient decent housing in suitable environments for all people. Each of these nations has attacked the problem in ways consistent with each societies' values, but all, to one degree or another, have acknowledged the responsibilities of the central government to help try to find a solution to the problem.

Analysis of Existing Housing Policy Statements

Existing housing policy statements are analyzed in this section of the chapter. The various statements are broken down into the five policy considerations or criteria developed for the housing policy presented in this report. Included are equal opportunity, total environment, economy, adequate supply, and coordination. By arranging each policy statement according to these categories, comparison and evaluation of the different statements is facilitated.

The American Institute of Planners

The A.I.P. has formulated a national housing policy statement with the two-fold objective of 1) establishing professional interest in the field of housing and 2) beginning work on such a statement for the Institute. Major emphasis of the Institute is placed on reconditioning existing programs originating at the Federal level.(5)

A breakdown of the institute's housing policy according to our criteria follows:

Equal Opportunity

- Implementation of open housing
- Analysis of urban renewal and relocation for this purpose
- Intermix development patterns

Total Environment

- Necessity of new towns and vacant urban land development
- Necessity of community facilities
- Diversify residential opportunities near work, recreation, shopping, etc.
- Improve environmental health -- physical, mental and social

Economics

Economy

- Encourage rent subsidies
- Encourage tax concessions
- Encourage low interest rate loans
- Encourage mortgage and development insurance

Adequate Supply

- Encourage Federal Government to set the pattern
- Adjust the role of private housing activity to fit the need
- Provide housing for all sectors; farm, elderly, emergency, etc.
- Expand and reshape the role of urban renewal in providing an adequate supply

Coordination

- Coordinate housing development and economic development programs
- Necessity of Federal government to take the dominant role

Atlanta, Georgia

The Housing Resources Committee of Atlanta was created to promote and accelerate the low-income Housing Program in Atlanta. Therefore, this committee's policy statement places primary emphasis on coordination between government and groups and individuals involved with housing. Secondary emphasis is on the environmental and economic aspects of such a program.

A break down of the committee's policy statement according to our housing policy criteria follows:

Equal Opportunity

- Promote and explain the new general housing act [redacted]

Total Environment

- Continue to aid efforts to eliminate social problems connected with housing

- Place housing near jobs and public facilities in the City of Atlanta and throughout the metropolitan area

- Assist in the stabilization of existing neighborhoods and encourage the construction of middle and upper income residential developments in the city of Atlanta

Economy

- Further involve the business community in the housing program

- Attempt to involve persons in the slums in the business side of demolition, rehabilitation or erecting new units

Supply

- Eliminate existing slums and provide housing as needed in the area for those who wish to remain there

- Continue efforts to promote innovative low-income housing construction in Atlanta

Coordination

- All bodies concerned with housing review the present and continuing needs for low-income housing

- Assist nonprofit groups and developers in their efforts to obtain land and construct housing

- Consider national and total legislation useful to the housing program

- Continue efforts to sell the need for low-income housing to the people in metropolitan Atlanta

The National Association of Housing and Redevelopment Officials

NAHRO has adopted a statement of goals to cover all areas of housing needs. The priority of this statement is aimed at developing an adequate housing supply. (20)

A breakdown of the association's policy according to our policy considerations follows:

Equal Opportunity

- Recognize the need to establish an environment so everyone has the opportunity to exercise his responsibilities

Total Environment

- Redefine the role of urban renewal in total community development

Economy

- Initiate programs to complement the processes and buttress the weaknesses of private housing--remain flexible

Adequate Supply

- Enforce housing codes to retain existing supply
- Recast programs to meet needs of low-income families

Urban Housing Committee

The President's Committee on Urban Housing was formed to explore ways in which private enterprise can build housing for the urban poor and how the nation can build and rebuild the city slum. With the above purpose in mind, the committee put primary emphasis on supply, equal opportunity, and economy in their policy statement. (27)

A break down of the committee's housing policy according to our policy criteria follows:

Equal Opportunity

- Decent housing is essential in helping lower-income families help themselves achieve self fulfillment in a free and democratic society

- Federal housing assistance is essential for millions of families unable to afford the market price of standard housing

Total Environment

- Eradication of urban blight, in itself, will not eliminate slums

Economy

- Public expenditures for decent housing for the nation's poor, like public expenditures for education and job training, are not so much expenditures as they are essential investments in the future of American society

- Private enterprise can best provide the talent and the major effort (if there are opportunities to earn reasonable profits and to function at maximum efficiency)

Adequate Supply

- Accelerate and increase production and rehabilitation of decent housing for the poor

- Urgent need to speed up and expand Federal programs for housing the urban poor

Coordination

- Attract the fullest private participation in developing, sponsoring and managing Federally subsidized housing

Washington, D. C.

The City Planning Office in Washington, D. C. has developed a suggested city-wide housing policy. The policy covers 20 points and is aimed primarily at providing an adequate supply. (4)

A break down of the policy statement according to the five policy categories follows:

Equal Opportunity

- Overcome the problem of income and race
- Open the suburbs
- Foster public actions that disperse Negro concentrations

Total Environment

- Provide new housing construction and public improvements
- Design new low income community within the city
- Inspect other measures that may be needed

Economy

- Develop timing to meet market conditions
- Provide rent supplementation

Adequate Supply

- Statement on residential clearance and rehabilitation under urban renewal
- Enforcement of codes
- Building low and moderate income housing
- Providing for expendability of housing
- Need for experimentation

Coordination

- Change Federal legislation
- Create greater public involvement
- Inform the community

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ARTICLE XIII

"A" Medium Density Apartment District
(Adopted April 10, 1968)

"A" - Medium Density Apartment District

Section 1: Intent of District

a) The intent of this district shall be to provide standards for medium density apartment dwellings which will:

i) encourage high standards of apartment development, and a desirable living environment,

ii) encourage the provision of usable open and recreation areas, and

iii) be located in areas of intense development near such services as retail shopping, schools, and major thoroughfares and collector streets.

b) The regulations set forth in this Article, or set forth elsewhere in this Resolution when referred to in this Article, are regulations in the "A" - Medium Density Apartment Dwelling District (see Articles XIX, XX, and XII). An application for rezoning to "A" - Medium Density Apartment District shall be supported by a site plan for the proposed development.

Building permits shall be issued only for buildings and improvements subsequent to review and approval of plans for drainage, sewerage, driveways, and parking areas by the Department of Public Works.

Section 2: Use Regulations

A building or premises shall be used only for the following purposes:

1. Any use permitted in the R-1 Single-Family Swelling District (see Article VII, Section 2.)

2. Two-family dwelling.

3. Multiple dwelling.

4. Rooming house and boarding house.

5. Institutions of a religious, educational or philantropic nature, but not penal or mental institutions. (These uses are contigent upon compliance with Article XIX--Additional Use Regulations).

6. Hospital, except a criminal, mental or animal hospital. (These uses are contigent upon compliance with requirements of Article XIX-- Additional Use Regulations).

7. Private club, fraternity, sororities, and lodge except those whose principal activity is a service customarily carried on as a business. (These uses are contigent upon compliance with Article XIX-- Additional Use Regulations).

8. Accessory use or buildings, and uses customarily incidental to any of the above uses, including as follows:

   a) Single-family and Two-family Dwellings: Accessory buildings that are not a part of the main structure shall be located in the rear yard not less than ten (10) feet from the main building nor less than five (5) feet from any side or rear lot line.

   b) Multiple Family Dwelling: All accessory buildings shall be located in the rear yard and not nearer to any lot line than the distance prescribed for side and rear yards.

   c) Principal advertising signs provided that only one such sign containing not more than six (6) square feet in area shall be permitted for each development

or lot, and that all such signs shall be placed either on the building or at least thirty (30) feet from the street right-of-way.

d) Unenclosed recreational facilities, except swimming pools, may be placed within any required side or rear yard, provided that any such use shall not be permitted nearer to any lot line than twenty-five (25) feet.

e) Swimming pools may be located within the buildable area of any lot used for multiple-family dwelling purposed provided that no swimming pool may be placed nearer than twenty-five (25) feet to any rear or side lot line, nor nearer than forty (40) feet to any public street right-of-way line. Provided further that when located adjacent to a single-family residential district, such pools shall not be located within one hundred and fifty (150) feet thereof, except in cases when located so as to be screened from such single-family districts by a multiple-family dwelling greater in length by a minimum of twenty (20) feet to each side of such pools, the distance of one hundred and fifty (150) feet shall not be required. A fence of a minimum height of five (5) feet shall be provided around the perimeter of all swimming pools.

Section 3: Off-Street Parking Requirements

1. Location of Parking Spaces and Driveways:

   a) No off-street parking shall be permitted in any front yard, nor between any building and street right-of-way line.

   b) No off-street parking or driveways shall be located within ten (10) feet of any lot line.

   c) Driveways serving more than two (2) parking spaces shall provide an adequate turn-around space within the lot.

2. Parking Space Requirements:

   a) Single-family and two-family dwellings: Two (2) parking spaces for each dwelling unit.

b) Multiple-family dwellings: Two parking spaces for each dwelling unit.

c) Fraternities and Sororities: One (1) parking space for every three (3) beds contained in the structure.

d) Rooming house and boarding house: One (1) parking space for every two (2) beds contained in the structure.

e) Private club or lodge: One (1) parking space for every five (5) active members.

f) Hospitals or similar institutions: One (1) parking space for every four (4) beds, plus one (1) space for each staff or visiting doctor (based or the average number), plus one (1) space for every two (2) other employees.

g) Schools and public buildings: One (1) parking space for every ten (10) seats in the auditorium or similar place of public assembly.

h) Church, temple or other place of assembly: One (1) parking space for every eight (8) seats in the main auditorium or similar place of public assembly.

Section 4: Height Regulations

No building or structure shall exceed three (3) stories or forty-five feet in height.

Section 5: Area Regulations

1. Yard Requirements

a) Front Yard: There shall be a front yard having a depth of not less than forty (40) feet.

b) Side Yard: There shall be two side yards one on each side of the buildings or not less than twenty-five (25) feet. Where a side yard is along a side street, that side yard shall not be less than forty (40) feet in width.

c) Rear Yard: There shall be a rear yard having a depth of not less than twenty-five (25) feet.

d) Adjacent to Single-Family: Where property located adjacent to a single-family residential district is rezoned to "A" - Medium Density Apartment District, a buffer zone shall be created as defined in Article III, Section 1, Paragraph 7. This buffer zone shall provide a permanent fence, wall, or evergreen planting screen which will interrupt vision between adjoining properties. This screen shall be at least six (6) feet in height except that initially an evergreen planting screen may be less than six feet if plants are provided which will ultimately attain a height of six (6) feet. No improvements except required drainage and access facilities shall be permitted within this buffer area. Where adjacent to single-family zoning, the buffer and required building setbacks shall be as follows:

SIDE YARD		REAR YARD	
Buffer Width	Total Building Setback from Side Lot Line	Buffer Depth	Total Building Setback from Rear Lot Line
25 feet	50 feet	50 feet	100 feet

Property within such buffer areas may be included within the lot area for density and lot coverage purposes.

2. Lot Area Per Family

Every dwelling shall be located on a lot having a public street frontage of not less than two hundred (200) feet and shall contain the following lot area:

TYPE OF DWELLING	LOT AREA
i) Single-Family	18,000 square feet
ii) Two-Family	18,000 square feet
iii) Multiple Family	3,110 sq. ft. per family unit (14 units per acre)

3. Lot Coverage

Not more than forty (40) percent of any lot may be covered with buildings, structures, parking or driveways, provided, however, that unenclosed and uncovered recreation areas and swimming pools need not be computed as lot coverage.

Section 6: Residential Floor Area Regulations

1. Each single-family dwelling shall have a minimum floor area of eleven hundred (1100) square feet.

2. Each two-family dwelling shall have a minimum floor area of eight hundred (800) square feet.

3. Each multiple-family dwelling, other than efficiency or studio apartments, shall have aminimum floor area of seven hundred (700) square feet.

4. Each efficiency or studio apartment shall have a minimum floor area of four hundred and fifty (450) square feet.

Section 7: Screening Garbage and Storage Areas

All exterior garbage, incinerators, or other outside storage areas shall be screened by a solid enclosure of not less than four (4) feet in height.

Section 8: Open Space Requirements

1. Open space requirements for a multiple dwelling or more than one multiple dwelling when placed on the same lot, parcel or tract shall be as follows:

   a) The minimum distance between the sides of the same building measured perpendicularly or the side of another building shall not be less than two (2) times the side yard requirement (or 50 feet).

b) The minimum distance between the side having the least dimension of a building and the side having the least dimension of another building shall not be less than forty (40) feet.

c) The distances prescribed above shall control, except that the minimum distances between such buildings and any projections thereto, when so arranged shall be as follows:

Front to Front	Fifty (50) feet
Front to Rear	Sixty (60) feet
Rear to Rear	Fifty (50) feet
Front to Rear to Side	Forty (40) feet
All Other Arrangements:	Thirty (30) feet

MS

Public Housing

Informational Paper #2
March, 1969

RURAL HOUSING ALLIANCE

International Self-Help Housing • Low Income Rural Housing

Suite 903 Dupont Circle Building, 1346 Connecticut Avenue, N.W., Washington, D.C. 20036

Phone (202) 659-1680

KEY FEATURES OF PUBLIC HOUSING PROGRAM

* It requires administration by a housing authority, which is an agency of local government.

* Except for the utilization of leased housing, all public housing programs require a currently approved Workable Program for Community Improvement.

* Long-term acquisition costs (debt service) of the program are fully subsidized by the federal government; current operating costs are largely borne by the tenants, with some indirect subsidy from local government and, in certain circumstances, additional subsidy from the federal government.

* The maximum income limit for admission to public housing must be at least 20% below the income level necessary to get adequate housing on the private market.

* Public housing can be single-family detached or semi-detached, or any variety of multi-family units; it can be on contiguous or scattered sites; and it can be acquired by the local authority through construction, purchase, or leasing.

* Where an adequate supply of acceptable housing exists, the leased housing program can provide the most immediate response to low-income housing needs.

* Eventual ownership of their homes is possible for some tenants of public housing.

GLOSSARY OF TERMS

Annual Contributions Contract - Agreement under which the federal government commits itself to make annual payments of a certain size to a local authority with respect to a given public housing project.

Contract of Sale - Formal agreement under which a local authority commits itself to purchase from a developer certain specified units at an agreed price, and the federal government indicates its readiness to cover the costs through its Annual Contributions.

Cooperation Agreement - Agreement between the local authority and local government (city or town or county) under which the government gives tax exempt status to the authority and its property and agrees to provide such municipal services as police and fire protection, trash removal, etc.; and the authority agrees to make payments to local government in lieu of taxes (usually at a level of 10% of the rents collected, excluding utilities and maintenance.)

Debt Service - Regular payments for principal and interest on borrowed money.

Housing Assistance Administration (HAA) - The agency within the Department of Housing and Urban Development which administers the federal government's programs in connection with public housing.

Housing Assistance Office (HAO) - The regional office of the Housing Assistance Administration (located in the same six cities as the regional offices of the Department of Housing and Urban Development).

HUD - The Department of Housing and Urban Development.

Letter of Intent - Official indication from a local authority to a developer of the authority's readiness to purchase housing from the developer in accordance with the developer's proposal.

Local Housing Authority (LHA) - The public agency set up by state or local government under state law to operate publicly-owned housing for low income people. (Though these have close and continuing relations with the federal Housing Assistance Administration, they remain local agencies.)

Median - Occupying the middle position. Not to be confused, in statistics, with the arithmetic average or mean. (For the array of numbers 2,3,4,7, and 9, the median would be 4, while the mean would be 5.)

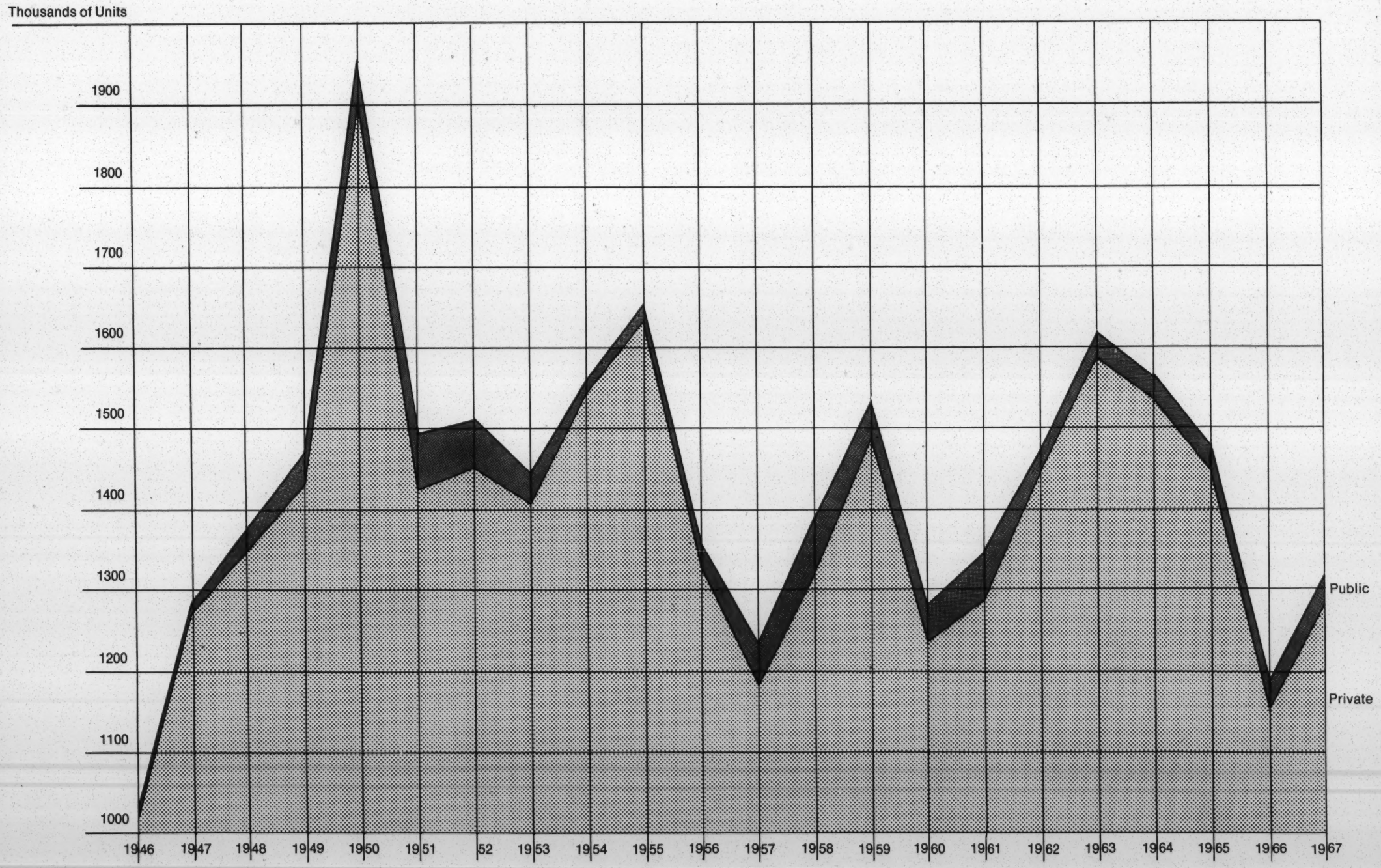
Preliminary Loan Contract - Agreement between the Housing Assistance Administration and a local authority by which HAA agrees to loan the LHA money for such things as market surveys, architectural work, and other preliminaries to the construction of a project.

Program Reservation - Action by the Housing Assistance Administration 'earmarking' the necessary amount of its authorized funds to meet the requirements of a specific project on which it has received and approved an application. This 'reserves' those funds for that project, subject to the further fulfillment of all requirements.

Turnkey - Traditionally the term for completed housing, ready for the buyer to "turn the key" and enter. In the public hous gram, used to refer to programs providing a more prominent role to the private sector, as in Turnkey I where the local authority buys completed housing from a private developer, and Turnkey II where the authority 'buys' management of the units from a private agency.

Workable Program - Technically, the 'Workable Program for Community Improvement.' It represents the community's commitment to programs, such as orderly land use and planning, building and zoning code enforcement, relocation of displaced residents, provision of community facilities, etc., together constituting a coherent and comprehensive plan of action. A Workable Program which is feasible and which meets approved standards is required as a condition for certain forms of federal aid in the fields of housing and urban development.

Housing Starts, Public and Private, 1946-1967



PUBLIC HOUSING

Public housing is the oldest, and until recently was the only, national program in the United States in the field of low income housing. Moreover, public housing itself is not yet middle-aged, dating back only to the New Deal period. Prior to that time, those who could not afford decent housing (or any housing) on the private market were either ignored or left to such facilities as might be provided by private charity or by such local institutions as the county poorhouse. With the New Deal's official recognition that poverty might be -- at least in part -- a result of social and institutional rather than purely personal inadequacies, the United States committed itself as a nation to provide decent housing at rents they could afford to those at the lower end of the income scale.

The basic legislative authority for the program is the United States Housing Act of 1937, as amended. This initial legislation reflects a political decision of key importance to the program: the decision that while it would be essentially a federally financed program, it would be locally operated. Thus, while federal funds underwrite the program's major costs, local housing authorities provide and operate public housing, issuing their own bonds, hiring their own staff, etc. The federal agency established in 1937 to make loans and contributions to the local agencies was the U. S. Housing Authority. Ten years later, when the Housing and Home Finance Agency was set up, the Authority became the Public Housing Administration. With the creation of the Department of Housing and Urban Development in 1965, the functions of the Public Housing Administration were vested in the Secretary and are administered through the Housing Assistance Administration (HAA).

Local Housing Authorities are established under state laws as autonomous public-corporate entities. Their form will vary, but probably the most common is a five-member commission, appointed by the local governing body (town or city council or county commission, for example), or executive (such as the mayor), and serving without pay. As of the end of 1967, there were 2,156 local housing authorities operating in 2,913 localities. ("Operating" means at least having reserved funds with the Housing Assistance Administration for a proposed project.) To put these statistics in perspective, two others are required. Half of these authorities had less than 100 units each in their programs, and only 14% of them had as many as 500 units each. Moreover, 95% of the localities served by local housing authorities had populations (in 1960) of less than 100,000.

The quantity of housing provided under the program has also been a good deal less than spectacular. As of mid-1968, there were 704,594 units of low-rent public housing under management in the United States. (And 12% of these were units specifically designed for the elderly, a form of public housing that has been less politically vulnerable than the rest of the program.) To put into perspective this figure on the net production of the program over more than three decades, it should be noted that the Housing Act of 1949 called for 810,000 units over a six year period. In fairness, it should be noted that completions during the first half of the 1960's were almost twice the number of completions in the last half of the 1950's, and that HAA claims a record 74,859 units added between September, 1967 and September, 1968.

Functions of the LHA

As has been noted, the Local Housing Authority is an agency of local government. In addition to authorizing its establishment in the first place, local government generally appoints the membership of the Authority and must give specific approval to all program applications which the Authority makes to HUD's Housing Assistance Administration. Moreover, participation in most aspects of public housing requires the locality to prepare and secure HUD approval of a Workable Program for Community Improvement. (Elements of a Workable Program include plans for adoption or improvement of building codes; provision of a master plan covering land uses, thoroughfares, and other community facilities; neighborhood analyses; review of community administrative organization and of financing plans for community improvement; plans for housing of families displaced by government activity; and provision for citizen participation in urban renewal and similar programs.) The only types of public housing programs for which the federal government will provide assistance in the absence of a currently approved Workable Program are leased housing and the purchase of leased housing for resale to the tenants. (It should be noted that there is federal assistance available to local communities which want to prepare a Workable Program. It is clear, however, that some communities have utilized the Workable Program requirement -- by means of noncompliance -- as a way of excluding public housing in particular and low income housing in general.)

The Housing Assistance Administration, through its regional offices, will furnish advice and technical assistance to a locality in forming a local housing authority, as well as in the subsequent preparation of an application for a low-rent housing program. (HAA has regional offices in New York, Philadelphia, Atlanta, Chicago, Fort Worth, San Francisco, and Puerto Rico.)

The basic functions of the local authority include the following: determine the need for low-rent public housing; prepare a specific plan or plans to meet that need; enter into an agreement of cooperation with the local governing body (under which the governing body agrees to provide the usual municipal services and the LHA agrees to make payments in lieu of taxes); secure the actual housing -- either by construction, rehabilitation, purchase (Turnkey), or lease; finance the capital costs of the project through long-term bonds (which are actually repaid from the assistance contributions from the federal government); and manage the housing.

In preparing its plans to meet the need for low-rent public housing, the local authority must establish income eligibility limits and rent schedules. These will vary from locality to locality and according to size of family and character of the housing.

To make certain that public housing does not compete with private rental housing and is instead confined to those who can't afford decent housing on the private market, the law requires a 20% gap. That is to say, the top income which a family can have and still be admitted into public housing must be at least 20% lower than the income a family of that size would need to pay the lowest rents at which "a substantial supply of decent, safe, and sanitary housing" is being provided by private sources ("unaided by public subsidy"). The following list of admission limits for a family of five in various urban localities illustrates the range of income eligibility.

Birmingham, Ala. -	$ 3,800	Newark, N.J. -	$ 4,740
Los Angeles, Calif. -	5,400	New York, N.Y. -	7,476
Washington, D.C. -	4,100	Philadelphia, Pa. -	4,000
Chicago, Ill. -	6,600	Austin, Tex. -	4,400
Boston, Mass. -	5,900	Milwaukee, Wis. -	5,150
Detroit, Mich. -	5,400		

In addition to setting income limits for initial admission to public housing, the local authority establishes a second set of income limits, related to continued occupancy. In other words, a family may be admitted to public housing and then enjoy a subsequent rise in income. Even if its higher income is above the maximum allowed for admission, it can continue to occupy public housing until its income continues to rise to a level above the second set of limits -- that determining continued occupancy. This latter limit is supposed to be set so that a family with income above it can, by making a reasonable effort, obtain suitable private housing it can afford.

For the country as a whole, the average, non-elderly family occupying public housing in mid-1967 had a median income of $3,447. (The comparable figure for elderly families was $1,563). The median rent for non-elderly families in public housing was $58 a month (and for elderly families it was $36 a month).

While the Local Authority handles the design and construction of public housing, the law does specify maximum costs for the actual dwelling units and equipment. In specific cases, the Secretary can authorize costs somewhat higher than the normal maximum, and this is frequently required. In Fiscal 1967, the average cost, nationwide, was $15,618 per unit, including $2,734 for site acquisition and development. (Site costs in recent years have averaged nearly a fifth of the total per unit costs.)

Financing

Financial assistance to local housing authorities comes in three basic forms. The first is a preliminary loan contract between the Housing Assistance Administration and the local authority. This may be secured after approval of the initial application and is designed to provide the funds for project planning -- architectural work, market surveys, site selection, and the like. These preliminary advances are limited to a maximum of $150 per unit. Once planning is completed, assuming that construction or rehabilitation is being used to provide the housing, HAA is authorized to make construction loans to the authority, up to 90% of the total development cost of the project. These advances are repaid when the authority subsequently sells its own long-term housing bonds on the private market. The most important form of federal assistance is the annual contributions which constitute the security for those long-term bonds.

Under the annual contributions contracts which HAA enters into with the local authorities, the federal government agrees for each approved project to make payments sufficient to retire the capital cost over a 40-year period. It is this commitment on the part of the federal government which makes it possible for the local authority to sell its long-term bonds. Moreover, with these annual contributions covering the debt service costs, the rents set by the authority need only be sufficient to pay operating expenses and make payments in lieu of taxes to local government. In effect, then federal funds pay for the acquisition of the housing and the eligible tenants pay only the expenses of the operation and management of the housing. And, for some eligible tenants, federal contributions permit rents at an even lower level. To make possible the admission to public housing of unusually low income families, elderly families, families displaced by urban renewal or public housing, and larger families (four or more children), additional federal contributions are authorized of up to $120 a year for each unit occupied by such families.

Finally, any relocation costs (payments to individuals, families and business concerns displaced by the project) can be included in the development costs of the project. As a result, these payments are also federally financed.

Developing a Project

Once a local housing authority has been established, the steps involved in the development of an individual project include the following.

Execution of a Cooperation Agreement with the local governing body -- One aspect of this is to make clear local support and an indirect local contribution to the project. The indirect contribution is in the form of tax exemption. While the authority agrees to payments in lieu of taxes -- generally at the rate of 10% of "shelter rents" (i.e., excluding utilities and maintenance) -- it is not anticipated that these payments will be as large as the local taxes on the property would be if it were privately owned. In fact, the 1954 amendments to the U. S. Housing Act require that this indirect contribution by local government be equal to at least 20% of the federal contribution. In other words, the difference between what the housing authority pays "in lieu" of taxes and what a private owner of the same housing would have to pay in local taxes, must be one-fifth as large as the annual federal contribution.

Application to HAA for Program Reservation -- The basic application (or applications if more than one locality is involved), indicates the number of units planned, the preliminary loan desired, and the expected amount of annual contributions being sought for the project. Supporting data for the application include: census data on population and housing, including changes in local housing since the last census; data on existing and proposed "aided housing," including rent supplement housing, below-market-interest financed housing, and the state and locally aided housing; expected relocation needs, if any; data on local employment; and details on the proposed program, including time schedules. Approval of this application means issuance by HAA of a Program Reservation, indicating its intent, subject to the further fulfillment of all requirements, to provide a preliminary loan and/or enter into a contributions contract.

Submission by the community of a Workable Program if one is not currently in "certified" status -- While a Program Reservation can be secured prior to certification or recertification of a Workable Program, no Preliminary Loan Contract or Annual Contributions Contract (for other than leased housing), can be entered into by HAA in the absence of one. It should be noted that the Workable Program must be for the locality in which the project units will be located.

Execution of Preliminary Loan Contract -- As has been noted, these loans provide planning funds and the next steps are generally to select a site (and get tentative HAA approval), execute an architect's contract, and prepare the development program.

Execution of Annual Contributions Contract -- Once this has been signed, the authority can acquire the land, have the final

plans and specifications prepared, and invite bids on the construction contract. While the federal government will furnish loans (at the current rates of interest being paid by the government itself) for construction work, most authorities soon find it financially advantageous to sell short-term "Temporary Notes" secured by the government's commitment to make construction advances as needed. Then, as the project nears completion, the authority generally sells its long-term bonds, secured by the Annual Contributions Contract. Proceeds from these bonds are used to retire the Temporary Notes and repay all federal advances.

With the completion of construction, the renting of the units to eligible applicants begins and the project enters the management phase.

Leased Housing

The foregoing scenario assumes that the housing involved is new construction, or at least being rehabilitated. Since 1965 local housing authorities can also provide housing by leasing existing units from their owners and renting them to eligible tenants. Where this alternative is to be used, there are important variations from the above procedure.

In the leasing program, several alternatives are possible. The local authority may lease from the owner and sub-lease to eligible tenants, or it may merely enter into a contract with the owner guaranteeing rental payments at a certain level, and allow for eligible tenants to enter into their own lease with the owner. The "owner" need not actually hold title to the housing, but may be a non-profit or other sponsor acting as an intermediary or broker. Moreover, the contract between the authority and the owner or his agent may provide for the latter's selection of individual tenants (though the authority must, of course, find them eligible for occupancy).

Similarly, various rental arrangements are possible, ranging from one in which the LHA collects the tenant's share of the rent, combines its contribution and pays the whole amount to the landlord; to one where the reverse is done, the LHA paying its share to the tenant and having him make the full payment to the owner. In the leased housing program, the annual contribution from the Housing Assistance Administration pays the difference between the tenant's share (usually 20-25% of income), and the full rent due to the owner. It also provides reimbursement to the authority for its expenses in conducting surveys, listings, and inspections in connection with the program. While the owner is responsible for major repairs, the LHA handles routine maintenance and other management aspects. This somewhat reduces the LHA's expenses in connection with the unit, and, since the housing remains in private ownership the community does not make any indirect contribution in the form of tax exemption.

From the owner's standpoint, the arrangement guarantees him no-vacancy occupancy on a long-term basis (up to twenty years). This is so attractive that many are prepared to build new rental units

specifically for the leasing program.

For leased housing, neither a Workable Program nor a cooperation agreement with the local governing authority is required. It is necessary, however, to secure local government approval of the application for leased housing assistance. The application form used for leased housing also calls for some additional information: data on vacancy rates in private housing, details on the housing available for leasing, estimates of operating expenses and of utility costs under the proposed leasing program, and a demonstration of the proposal's financial feasibility.

The usual process by which a leasing program is initiated is for the local authority to survey the rental market in its area, since a leasing proposal will not be approved if it appears that it will put a strain on the total housing supply. Owners of existing housing are invited to make their units available, the offered units are inspected, and proposed leasing agreements negotiated. No Program Reservation or Preliminary Loan is required and once the application is approved by HAA, an Annual Contributions Contract can be executed and the leasing and occupancy proceed.

At the end of September, 1968, 27,479 units of leased public housing were available for occupancy and Annual Contributions Contracts had been executed for another 23,139 units.

Turnkey I

Another option provided to local authorities is the "Turnkey" approach -- the purchase of completed housing as a package. In utilizing this method, the local authority has a relationship with the builder similar to that of an individual who contracts to purchase a custom-built house. Under it, once a Program Reservation has been obtained, the local authority does not need to select a site, hire an architect, and prepare project plans. Instead, working closely with the regional office of HAA, the authority prepares invitations to developers setting forth the location, related facilities, and other aspects of the project being contemplated. On the basis of this, prospective developers can submit their proposals indicating the site which they can provide and a general description of the buildings, as well as a price for the package (itemized by such categories as site, site improvements, dwelling construction and equipment, non-dwelling construction, and architectural and engineering services).

With HUD's assistance and approval, the local authority selects from the proposals submitted, advises the successful developer (or developers) and final proposal data can be developed in a three-way conference of local authority representatives, HUD staff, and the developer and his staff. In working with the developer on final plans and through actual construction, the authority makes use of its own appraisers, cost estimators, and inspecting architect. When the developer has his final proposal, with plans and other data, ready, and agreement has been reached on sales price (subject to

receipt of the independent appraisals and cost estimates and to execution by HUD of an Annual Contributions Contract), these can receive regional approval. The independent cost estimates can then be secured and when national HUD approval has been obtained, and with it a Contributions Contract for the project, the local authority can issue a Letter of Intent. Once the working drawings have been prepared and approved, updated cost estimates are secured and reviewed, and an actual Contract of Sale can be executed by the local authority, the developer, and HUD. The final phase of construction then follows.

The Turnkey approach need not be limited to new construction. The Philadelphia Housing Authority began several years ago a program of acquisition and rehabilitation of existing substandard homes. Initiated under traditional processes, with the Authority taking bids for the rehabilitation work, etc., the program was changed to Turnkey in 1967. Developers were urged to acquire the properties independently, rehabilitate them, and then sell them to the Authority at a previously agreed upon price. The new process has been working so well that the Authority anticipates bringing under management over a two year period some 3,300 units which had been expected to take three years in process. (Costs are also said to be substantially below those for new high-rise construction.)

It is HUD's contention, based on initial experience with the Turnkey process, that construction costs can be reduced 10-15% below the traditional process, and construction time cut by as much as two or three years. The then Assistant Secretary for Renewal and Housing Assistance, Don Hummel, told a November, 1968, audience that "the conventional [public] housing program was consuming 41 months between application and construction," but that giving emphasis to the Turnkey process made it "possible to cut the time from application to delivery to 33 weeks and on the accelerated Turnkey process to 17 weeks."

At the end of September, 1968, there were under management some 5,463 new units constructed and another 2,665 units rehabilitated under Turnkey I acquisition procedures. Another 13,197 units were under construction and another 357 being rehabilitated under Turnkey.

Turnkey II and III

In a further effort to link public housing with the private sector, HUD and HAA have added programs authorizing private management of public housing (Turnkey II) and eventual sale of some public housing units to the tenants themselves, thus moving such units out of the public sector completely (Turnkey III).

The first of these is quite simple in its basic approach. It authorizes local housing authorities to contract all or part of the management responsibilities in connection with their units to private agencies. Such a contract might well be combined with a Turnkey I project (i.e., the developer not only contracts to build the units for the local authority, but also to manage them

upon completion), but it need not be. The management contract might cover units built in the traditional way by the LHA itself, or it might cover Turnkey I units but be with a management entity different from the builder. It is possible that the management contract can be given an organization made up of or representing the tenants themselves, and where this is not the case, tenant "involvement" in the management process is clearly called for by HAA's Guidelines on the program.

Although HAA encourages delegation of "the maximum feasible amount" of responsibility to the contractor, or "broker", actual contract arrangements "may vary widely, depending on the circumstances of each case, the wishes of Local Authorities, and the willingness of brokers to assume responsibility for certain functions."

There is one exception to this generalization. Since civil rights regulations require tenant selection on a community-wide basis, the LHA must retain this responsibility unless the broker is to manage the entire low-rent program in the community.

More dramatic than private management is the homeownership option provided by Turnkey III. While a local authority which contemplates use of the program should consult with its regional Housing Assistance Office regarding a detailed program for its own situation, the following will indicate the way in which the pilot program has been formulated. The units involved, whether built by the LHA or purchased (and, under the 1968 Act, leased housing can also be purchased for the purpose of inclusion under Turnkey III), are financed on a 25-year basis, rather than the usual 40-year term, and a pro-rata share of this capital debt is assigned to each unit. The capital is secured through the sale of securities by the LHA, as usual, and the debt service on these is guaranteed (and covered) by the Annual Contributions from HAA. Selected as occupants of these units (and prospective homebuyers), are tenants who in addition to otherwise qualifying for public housing occupancy, desire to work and invest in homeownership and are willing and able to do the maintenance and repair work involved in the program. They must also have incomes high enough to make the minimum payments required under the program.

Under a lease-purchase agreement with the Authority, the occupant family makes monthly payments at least equivalent to 20% of its income, less an allowance for any utilities which it may be paying for directly. As a minimum, this monthly payment must also be sufficient to cover three basic items: monthly operating expense for the Authority (including its administrative costs, utilities not paid directly by tenants, insurance premiums and payments in-lieu of taxes, maintenance costs for any community facilities in the development, and provisions for an operating reserve); a non-routine maintenance reserve for the unit (for such long-term items as exterior painting, major repairs, replacement of range or refrigerator, etc.); and routine maintenance costs. Under the program, the actual responsibility for and work on routine maintenance is to be the occupant's, so that this last item will normally be credited to a Homebuyer's Ownership Reserve. (Should the occupant

fail to do the required routine maintenance, the authority may pay to have it done and deduct the cost from this Ownership Reserve.)

Should the 20%-of-income payment required as a minimum be large enough to exceed the three basic items indicated, that excess is utilized by the Authority to reduce the government subsidy involved, either through greater in-lieu-of-taxes payments to local government or through reduction of the Annual Contributions received from HAA on the unit. On the other hand, should the family have the desire and the ability to pay more than 20% of income, any of that excess not required for the three basic items would be credited to the Homebuyers Ownership Reserve. (Such voluntary additional payments can be made either periodically or in lump sum form.) Also, in addition to carrying out routine maintenance, occupant families may, by agreement with the Authority, perform some non-routine maintenance and have its Ownership Reserve credited with the value of that work.

As the family builds up an Ownership Reserve (and it is required to accumulate a minimum of $200 in that Reserve during the initial two years and to keep adding to it subsequently at least to a level of $350), the remaining indebtedness on the unit is being reduced by the Annual Contributions from HAA. When the Reserve has gotten large enough (and the remaining indebtedness small enough), so that the Reserve will cover the indebtedness plus necessary closing costs, the family applies the Reserve and purchases the unit. In cases where family income has risen sufficiently, even prior to this time, so that the remaining indebtedness on the unit could be paid off via some alternative financing arrangement -- either unsubsidized or subsidized to a less extent than under the normal Turnkey III process -- the family will be required to complete purchase of the unit with that alternative financing, assuming that the financing is actually available.

The foregoing indicates the essentials of the Turnkey III program. It has a number of other features, including the role of a Homebuyers Association (made up of all the prospective homebuyers and participating with the Authority in formulating the detailed rules, etc.), and procedures for precluding the purchasing family from reaping any capital gain as a result of re-sale where that gain would stem from the government subsidization of the initial financing. But, assuming normal operation of the process, the occupant family would become a homeowner at some point within the twenty-five year period, and the unit would thus move out of the status of tax-exempt public property into the status of an ordinary, privately-owned home.

Turnkey III and Self-Help

As indicated, "self-help" in the sense of routine maintenance and some non-routine maintenance is contemplated in the normal Turnkey III program. Even before inauguration of Turnkey III in 1967, however, self-help in the construction of the housing had been utilized on Indian reservations, with the resultant equity being combined with subsequent maintenance work to lead to ownership when the indebtedness on the units had been paid off. In these programs,

the tribal councils either acted as, or established, the local housing authority; the participant families were able to provide their own lots (thus furnishing an initial equity in the unit); and the Bureau of Indian Affairs provided for the required technical assistance (primarily construction supervision). Repayment of the remaining capital costs of the housing was guaranteed by HAA's Annual Contributions, as in other public housing programs.

HUD has indicated, as early as 1966, that it sees no reason why a similar program, utilizing self-help either in construction of the housing or in rehabilitation of existing housing, could not be extended to areas outside of Indian reservations. To date, however, no actual use of self-help in construction or rehabilitation, with the resultant equity leading to eventual ownership by the occupants of public housing, is known of -- aside from the Bureau of Indian Affairs's "Mutual Help Housing."

Operating details for this broader application of self-help to Turnkey would have to be worked out, but it could presumably work as follows. A non-profit sponsor might serve as the Turnkey I developer, but with the added feature of using the self-help labor of the prospective tenants. When the completed units were sold to the local authority, that portion of the acquisition price which represented the self-help labor component could be credited to the Homebuyer's Ownership Reserves of the self-helper tenants. Inclusion of Turnkey II in the process might be attained by having management of the units be done by the non-profit sponsor and/or a tenants' organization. Additional equity build-up, and a consequent hastening of the time of ownership, would be possible through self-help maintenance by the tenants (as in the Gulfport program summarized above).

O E O Grantees and Public Housing

While the basic responsibility for public housing remains with local government and its local housing authorities, there are ways in which other groups and agencies can relate to the program -- especially now that there is increased emphasis on involving the private sector. The following are illustrative of possible activities for a group or agency, such as an OEO grantee, working with lower income people:

1) Encourage the establishment of a local housing authority in a community where there is a need, and a potential for one. Press for more equitable and imaginative policies on the part of existing LHA's, including greater utilization of the available Turnkey programs.

2) Assist an existing local authority by carrying on a general educational program in the community regarding public housing.

3) Organize, or encourage the formation of tenant organizations, with the ultimate goal of involving them in management of the units, through Turnkey II or otherwise.

4) Where appropriate, encourage both the local authority and private landlords to explore the possibilities of the leasing program.

5) Form or encourage the formation of a non-profit entity which might serve as the "broker" in a leased housing operation.

6) Encourage formation of a non-profit entity which might build or rehabilitate housing either for sale to or lease by the LHA.

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"Public Housing Fact Sheet", (unnumbered)

Low Rent Housing Manual 201.1 (HUD-HAA)

Low Rent Housing Manual 221.1 (HUD-HAA)

Circular 6-4-68, "Guidelines for Pilot Program -- Private Management of Low-Rent Public Housing"

"Homeownership Program for Low-Income Families," (undated, unnumbered)

"The Leasing Program for Low-Income Families," HUD Consumer Bulletin IP-3

"Housing for Low-Income Families," HUD IP-40

"Buying from Developers -- A Guide to the 'Turnkey' Method of Public Housing Construction," HUD PG-6

STATISTICAL APPENDIX

The summary tables which follow are largely self-explanatory. The first, which indicates construction during the successive five-year periods of the program, makes it clear that output follows commitment. Thus, the production of war defense housing during the five-year period 1941-5 was substantially greater than all low income production throughout the thirty year period. Table 2 gives yearly figures for the most recent seven-year period. Among other things, it highlights the emphasis given to housing for the elderly in recent years.

Tables 3 and 4 attempt to put into perspective the statistics on the number and size of Local Housing Authorities. It is worth noting in Table 3, for example, that Regions I and II account for only 16% of the LHA's, but for 38% of the units under management. Conversely, Regions III and IV account jointly for 60% of the LHA's, but only 36% of the units. Table 5 charts the growing cost of public housing dwelling units.

Tables 6 and 7 provide a profile, by race, income and family status, of the occupants of public housing. More than half of the units are in nonwhite occupancy and nearly 30% are occupied by elderly families and individuals. (Less than half of these -- 12% of the total -- are especially designed for elderly occupancy, though.) All but 15% of the occupants had incomes of less than $5,000 a year, with 46% of them falling below $2,500. (Some 52% of white occupants were in this lowest income group, compared with 41% of the nonwhite occupants.) As Table 7 indicates, the income distribution pattern varies regionally, with 22% of the occupants in the North falling in the $5,000 and above category, but only 4% of those in the South.

Table 8 represents an effort to relate public housing occupancy to the general nonfarm population in the equivalent income groups. Thus, 17 out of every 1,000 nonfarm families with incomes of less than $9,000 occupy public housing, and 10 out of every 1,000 individuals with incomes below $9,000 live in public housing. For nonwhite families, the ratio is dramatically larger, with almost 10% of the nonwhite, nonfarm families with incomes of between $2,500 and $5,000 a year found in public housing. For white families in the same income category, the comparable percentage is 1 1/2.

Public Housing Construction, Five Year Periods, 1936-1965

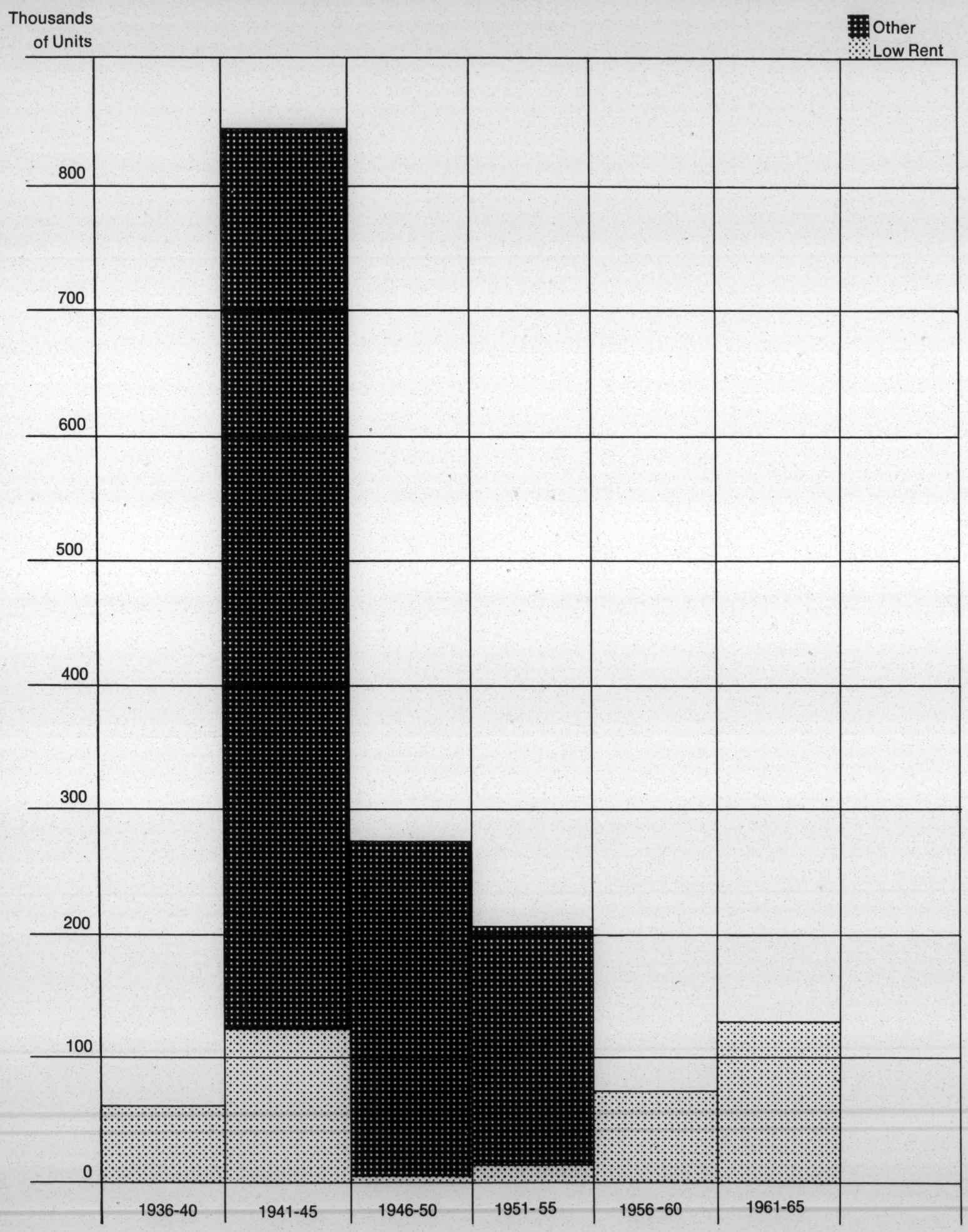


TABLE 1

PUBLIC HOUSING UNITS COMPLETED IN THE UNITED STATES,

BY FIVE YEAR PERIODS, 1936 - 1965

Period	Total	Low Rent	Other[a]
1936-40	60,907	60,907	--
1941-45	847,205	126,882	720,323
1946-50	274,888	5,541	269,347
1951-55[b]	207,596	191,910	15,686
1956-60[c]	76,318	76,318	--
1961-65[d]	132,331	132,331	--

[a] War and defense housing and veterans' re-use housing.

[b] A level of 675,000 units was initially authorized for this five-year period under the Housing Act of 1949; later reduced to 390,000 units by the Acts of 1952, 1953, and 1954.

[c] A level of 152,000 units was authorized during this period, under the Acts of 1955, 1956, and 1959.

[d] A level of 137,000 units was authorized during this period, under the Acts of 1961 and 1964.

Source: Report 600.10, "Status of HAA-Assisted Housing Program;" and various acts.

Public Housing Production, Annually, 1961-1967

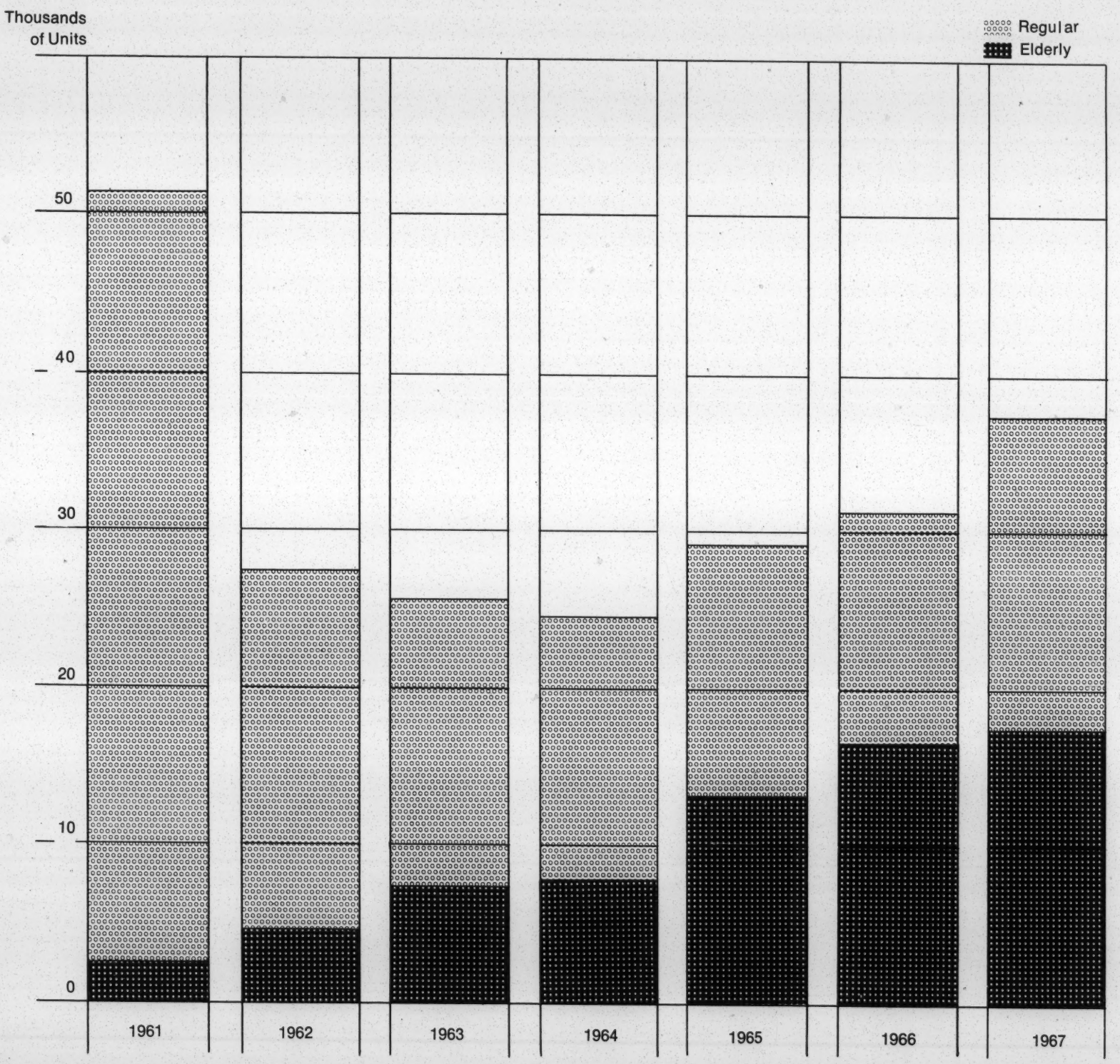


TABLE 2

"NET PRODUCTION" OF PUBLIC HOUSING IN THE UNITED STATES,

ANNUALLY, 1961 - 1967

Year	Net Increase in Units: Total	Net Increase in Units: Elderly Only	Elderly as % of Total
1961	51,049	2,339	5%
1962[a]	27,312	4,465	16%
1963[a]	25,601	7,150	28%
1964[a]	24,581	7,915	32%
1965[b]	29,017	13,155	45%
1966[c]	31,001	16,060	52%
1967[c]	37,348	17,434	47%
Under management, mid-1968	704,594	83,390	12%

Data refer to units under management and available for occupancy; including acquisitions under Turnkey and leased housing programs.

[a] Act of 1961 renewed the authority for additional units remaining under the Act of 1949 -- estimated at 100,000 units.

[b] The Act of 1964 authorized an additional 37,500 units.

[c] The Act of 1965 authorized an additional 60,000 units each year.

Source: HUD Statistical Yearbook, 1966 and Statistical Abstract of Housing Assistance Operations.

Public Housing, by Region as of Mid-1968

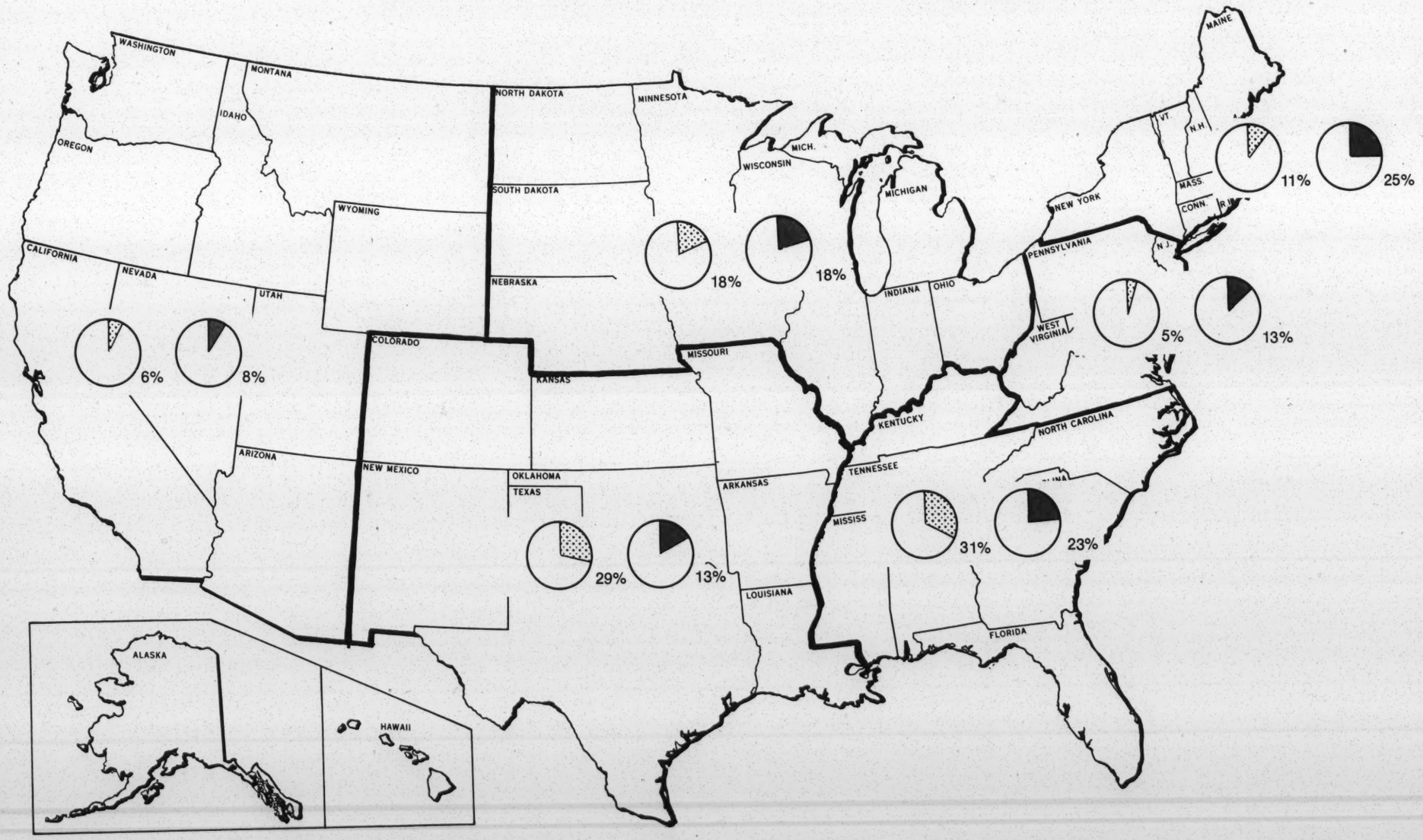


TABLE 3

PUBLIC HOUSING IN THE UNITED STATES, BY REGION

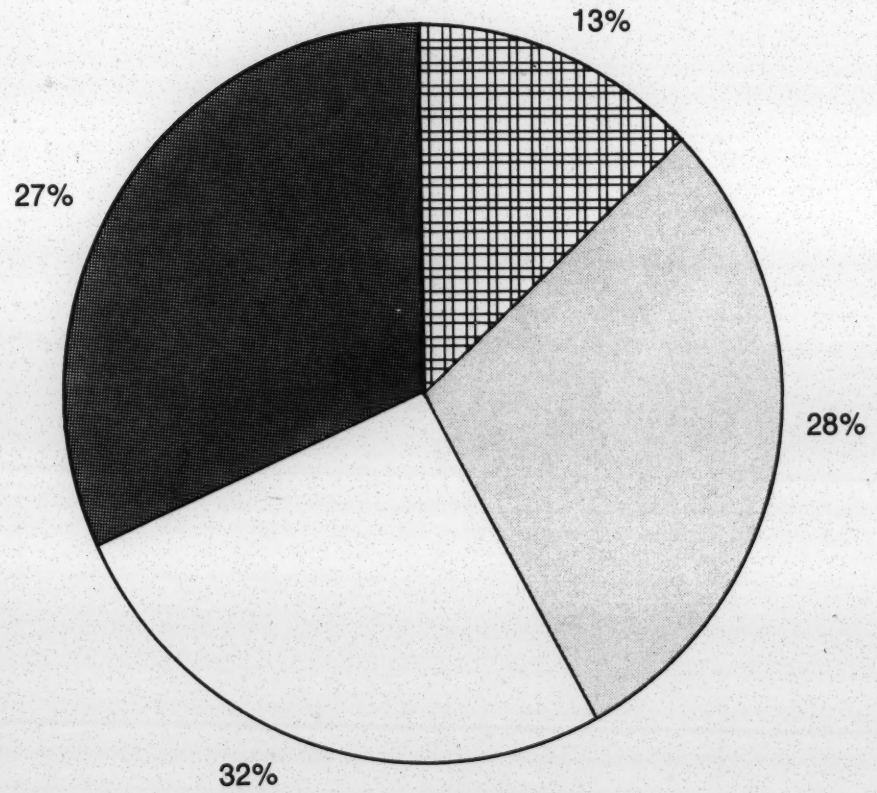
AS OF MID-1968

	Region	Number of Authorities	% of Total	Units Under Management	% of Total
1.	Conn., Maine, Mass., N. H., N. Y., R. I., and Vt.	234	(11%)	164,437	(25%)
2.	Del., D. C., Md., N. J., Pa., Va., and W. Va.	111	(5%)	90,145	(13%)
3.	Ala., Fla., Ga., Ky., Miss., N. C., S. C., and Tenn.	679	(31%)	155,746	(23%)
4.	Ill., Ind., Iowa, Mich., Minn., Neb., N. D., Ohio, S. D., and Wis.	382	(18%)	120,878	(18%)
5.	Ark., Colo., Kans., La., Mo., N. M., Okla., and Tex.	634	(29%)	86,117	(13%)
6.	Alas., Ariz., Cal., Haw., Idaho, Mont., Nev., Ore., Utah, Wash., and Wyo.	143	(6%)	54,553	(8%)
	Totals[a]	2,183	(100%)	671,876	(100%)

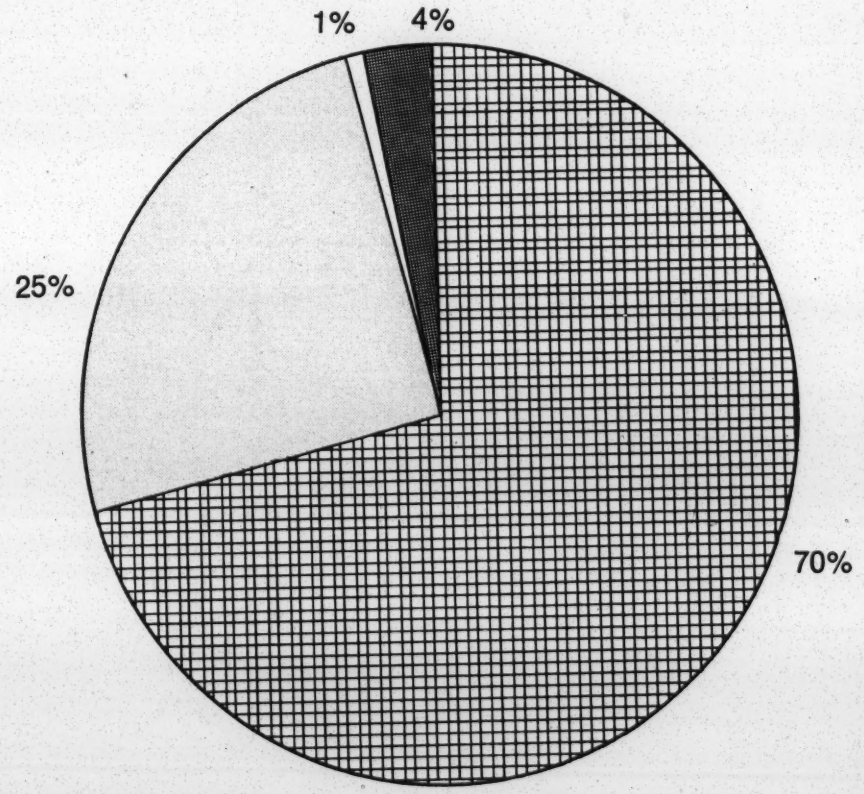
[a]Puerto Rico excluded from tabulation.

Source: Statistical Abstract of Housing Assistance Operations

Local Housing Authorities by Size, as of End of 1967



% of Units



% of Authorities

Localities' 1960 Population

Under 10,000

10,000-99,999

100,000-499,999

500,000 and above

TABLE 4

LOCAL HOUSING AUTHORITIES, BY SIZE OF LOCALITY AND PROGRAM,

AS OF END OF 1967

Localities' 1960 Population	Number with Authorities[a]	Per Cent of All Authorities	Number of Units[b]	Per Cent of All Units
Under 10,000	2,056	70%	127,619	13%
10,000 - 99,999	732	25%	265,437	28%
100,000 - 499,999	105	4%	252,555	27%
500,000 and above	20	1%	300,585	32%
Totals	2,913	100%	946,196	100%

Number of units in program[b]	Number of Authorities	Per Cent of All Authorities
Less than 100	1,087	50%
100 - 499 units	773	36%
500 or more units	296	14%
Total	2,156	100%

[a] A number of authorities operate in more than one locality.

[b] Includes units for which there are fund reservations only and units under construction, as well as completed units under management.

Source: Statistical Abstract of Housing Assistance Operations

Average Costs of Public Housing, Selected Years

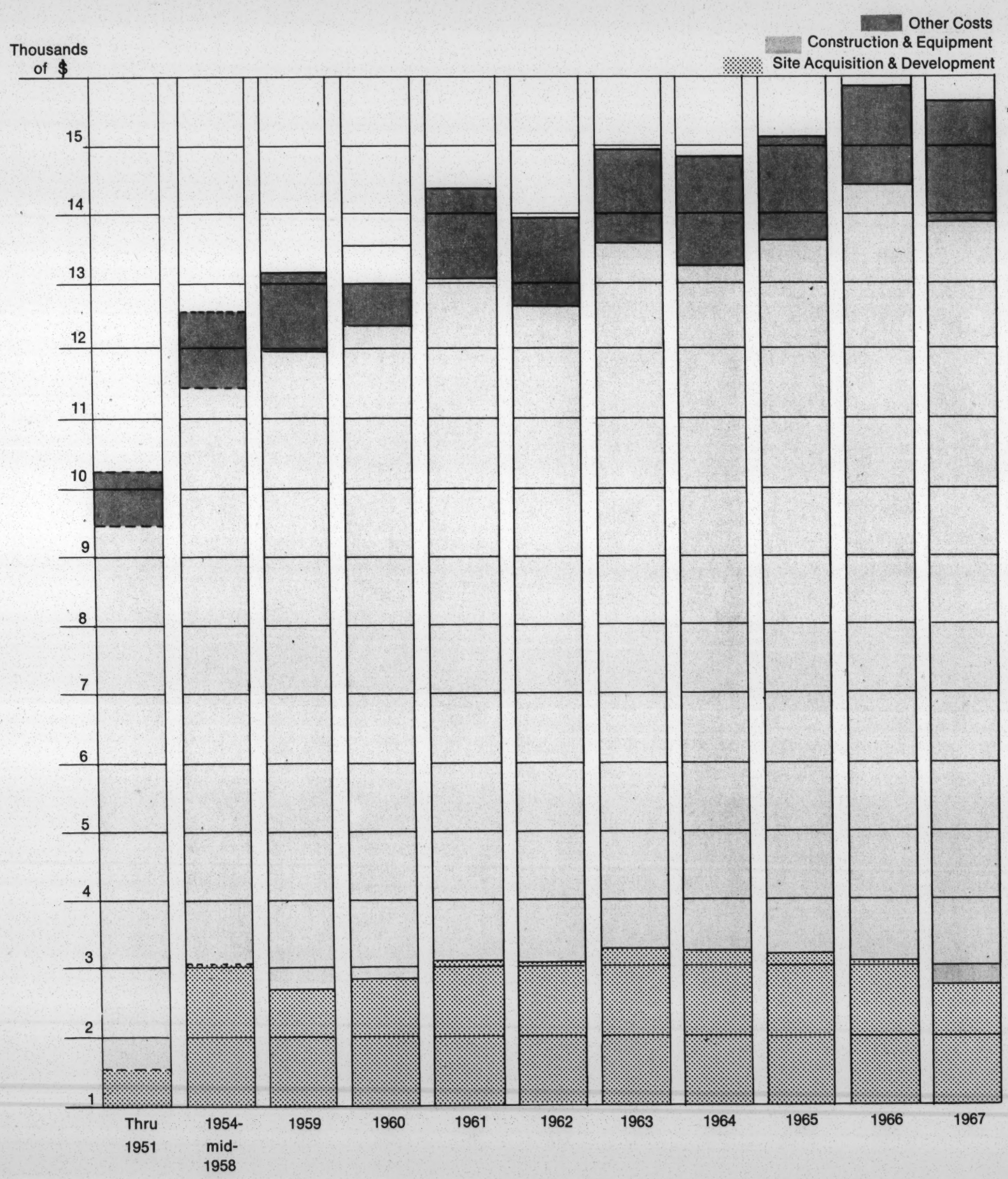


TABLE 5

AVERAGE PER UNIT COSTS OF PUBLIC HOUSING,

SELECTED YEARS

	Site Aquisition & Development	Construction & Equipment	Other Costs	Total
Thru 1951	$ 1,585	$ 7,892	$ 744	$ 10,221
1954 thru mid-1958	3,069	8,398	1,097	12,564
Fiscal 1959	2,720	9,271	1,191	13,182
" 1960	2,825	9,513	1,195	13,533
" 1961	3,059	10,005	1,294	14,358
" 1962	3,020	9,622	1,277	13,919
" 1963	3,280	10,299	1,370	14,949
" 1964	3,213	10,248	1,358	14,819
" 1965	3,130	10,463	1,519	15,112
" 1966	3,034	11,266	1,595	15,894
" 1967	2,734	11,164	1,720	15,618
Distribution of Costs:				
1954-8	24%	67%	9%	100%
Fiscal '65-7	19%	71%	10%	100%

Source: Adapted from Housing Yearbook, 1968

TABLE 6

1966 OCCUPANCY OF PUBLIC HOUSING, BY RACE AND INCOME,

FOR ELDERLY AND NON-ELDERLY FAMILIES AND INDIVIDUALS

	Number and Percent by Income Level			
	Under $2,500	$2,500 - $4,999	$5,000 and over	Total
All Occupants:	278,300 (46%)	239,700 (39%)	89,500 (15%)	607,500 (100%)
Nonwhite, non-elderly families:	86,500 (14%)	131,500 (22%)	54,800 (9%)	272,800 (45%)
White, non-elderly families:	33,700 (6%)	73,900 (12%)	31,000 (5%)	138,600 (23%)
Nonwhite, elderly individuals:	30,100 (5%)	2,000 (a)	400 (a)	32,500 (5%)
White, elderly individuals:	60,800 (10%)	1,800 (a)	600 (a)	63,200 (10%)
Nonwhite, elderly families:	16,900 (3%)	9,600 (2%)	1,000 (a)	27,500 (5%)
White, elderly families:	35,000 (6%)	16,600 (3%)	1,500 (a)	53,100 (9%)
Nonwhite, non-elderly individuals:	6,400 (1%)	2,000 (a)	100 (a)	8,500 (1%)
White, non-elderly individuals:	8,900 (1%)	2,300 (a)	100 (a)	11,300 (2%)
All nonwhite families & individuals:	139,900 (41%)	145,100 (43%)	56,300 (16%)	341,300 (100%)
All white families & individuals:	138,400 (52%)	94,600 (36%)	33,200 (12%)	266,200 (100%)
All non-elderly families & individuals:	135,500 (31%)	209,700 (49%)	86,000 (20%)	431,200 (100%)
All elderly families & individuals:	142,800 (82%)	30,000 (17%)	3,500 (2%)	176,300 (100%)
All elderly & non-elderly families:	172,100 (35%)	231,600 (47%)	88,300 (18%)	492,000 (100%)
All elderly & non-elderly individuals:	106,200 (92%)	8,100 (7%)	1,200 (1%)	115,500 (100%)

(a) Less than ½%.

Components do not always add to totals because of rounding.

Source: Estimated on the basis of HAA Tables 33-37, HUD Statistical Yearbook, 1966

TABLE 7

1966 OCCUPANCY OF PUBLIC HOUSING, BY RACE AND INCOME,

FOR CENSUS REGIONS

		Number and Percent by Income Level			
		Under $2,500	$2,500 - $4,999	$5,000 and over	Total
The Nation*-	Nonwhite:	126,900	140,000	56,000	323,000
		(22%)	(24%)	(10%)	(56%)
	White:	131,700	91,400	29,600	252,700
		(23%)	(16%)	(5%)	(44%)
	Total:	258,600	231,400	85,600	575,700
		(46%)	(39%)	(15%)	(100%)
The North -	Nonwhite:	46,200	72,600	46,200	165,000
		(28%)	(44%)	(28%)	(100%)
	White:	64,200	46,800	22,700	133,700
		(48%	(35%)	(17%)	(100%)
	Regional Total:	110,400	119,400	68,900	298,800
		(38%)	(40%)	(22%)	(100%)
The South -	Nonwhite:	75,000	56,900	6,900	138,900
		(54%)	(41%)	(4%)	(100%)
	White:	56,300	32,300	3,700	92,200
		(61%)	(35%)	(4%)	(100%)
	Regional Total:	131,300	89,200	10,600	231,100
		(57%)	(40%)	(4%)	(100%)
The West -	Nonwhite:	5,700	10,500	2,900	19,100
		(30%)	(55%)	(15%)	(100%)
	White:	11,300	12,300	3,200	26,800
		(42%)	(46%)	(12%)	(100%)
	Regional Total:	17,000	22,800	6,100	45,800
		(37%)	(50%)	(13%)	(100%)

North: Conn., Ill., Ind., Kan., Maine, Mass., Mich., Minn., Mo., Neb., N.H., N.J., N.Y., N.D., Ohio, Penn., R.I., S.D., Vt., and Wis.
South: Ala., Ark., Del., D.C., Fla., Ga., Ky., La., Md., Miss., N.C., Okla., S.C., Tenn., Tex., Va., and W.Va.
West: Ariz., Cal., Colo., Idaho, Mont., Nev., N.M., Ore., Utah, and Wash.

* Excludes Alaska, Hawaii, Puerto Rico, and the Virgin Islands.

(a) Less than ½%.

Components do not always add to totals because of rounding.

Source: Estimated on the basis of HAA Tables 12 and 36, HUD Statistical Yearbook, 1966.

TABLE 8

RATIO OF PUBLIC HOUSING OCCUPANCY TO NONFARM POPULATION,

FOR FAMILIES AND INDIVIDUALS, BY RACE AND INCOME, 1966

	Number of public housing occupancies per 1,000 of nonfarm population*			
	Under $2,500	$2,500 - $4,999	$5,000 and over**	Total**
All families & individuals:	25	23	5	15
White families & individuals:	15	11	2	8
Nonwhite families & individuals:	69	81	35	63
All families:	36	30	5	17
White families:	19	15	2	8
Nonwhite families:	97	99	39	77
All individuals:	17	3	1	10
White individuals:	13	2	***	8
Nonwhite individuals:	36	11	3	27

* To illustrate: There were an estimated 6,229,000 white families and 1,419,000 nonwhite families with incomes between $2,500 and $5,000 in 1966; and there were 90,500 white families and 141,100 nonwhite families in that same income range occupying public housing; so that an estimated 15 of every 1,000 white nonfarm families and 99 of every 1,000 nonwhite nonfarm families (in that income group) were living in public housing.

** Ratio is to nonfarm population with incomes under $9,000, although a few occupants of public housing may have incomes somewhat above that level.

***Less than ½.

Source: Computed on the basis of HAA Tables 33-37, HUD Statistical Yearbook, 1966 and 1966 income distribution figures in Census Series P-60, No. 53.

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Public Housing

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RURAL HOUSING ALLIANCE

International Self-Help Housing • Low Income Rural Housing

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KEY FEATURES OF PUBLIC HOUSING PROGRAM

* It requires administration by a housing authority, which is an agency of local government.

* Except for the utilization of leased housing, all public housing programs require a currently approved Workable Program for Community Improvement.

* Long-term acquisition costs (debt service) of the program are fully subsidized by the federal government; current operating costs are largely borne by the tenants, with some indirect subsidy from local government and, in certain circumstances, additional subsidy from the federal government.

* The maximum income limit for admission to public housing must be at least 20% below the income level necessary to get adequate housing on the private market.

* Public housing can be single-family detached or semi-detached, or any variety of multi-family units; it can be on contiguous or scattered sites; and it can be acquired by the local authority through construction, purchase, or leasing.

* Where an adequate supply of acceptable housing exists, the leased housing program can provide the most immediate response to low-income housing needs.

* Eventual ownership of their homes is possible for some tenants of public housing.

GLOSSARY OF TERMS

Annual Contributions Contract - Agreement under which the federal government commits itself to make annual payments of a certain size to a local authority with respect to a given public housing project.

Contract of Sale - Formal agreement under which a local authority commits itself to purchase from a developer certain specified units at an agreed price, and the federal government indicates its readiness to cover the costs through its Annual Contributions.

Cooperation Agreement - Agreement between the local authority and local government (city or town or county) under which the government gives tax exempt status to the authority and its property and agrees to provide such municipal services as police and fire protection, trash removal, etc.; and the authority agrees to make payments to local government in lieu of taxes (usually at a level of 10% of the rents collected, excluding utilities and maintenance.)

Debt Service - Regular payments for principal and interest on borrowed money.

Housing Assistance Administration (HAA) - The agency within the Department of Housing and Urban Development which administers the federal government's programs in connection with public housing.

Housing Assistance Office (HAO) - The regional office of the Housing Assistance Administration (located in the same six cities as the regional offices of the Department of Housing and Urban Development).

HUD - The Department of Housing and Urban Development.

Letter of Intent - Official indication from a local authority to a developer of the authority's readiness to purchase housing from the developer in accordance with the developer's proposal.

Local Housing Authority (LHA) - The public agency set up by state or local government under state law to operate publicly-owned housing for low income people. (Though these have close and continuing relations with the federal Housing Assistance Administration, they remain local agencies.)

Median - Occupying the middle position. Not to be confused, in statistics, with the arithmetic average or mean. (For the array of numbers 2,3,4,7, and 9, the median would be 4, while the mean would be 5.)

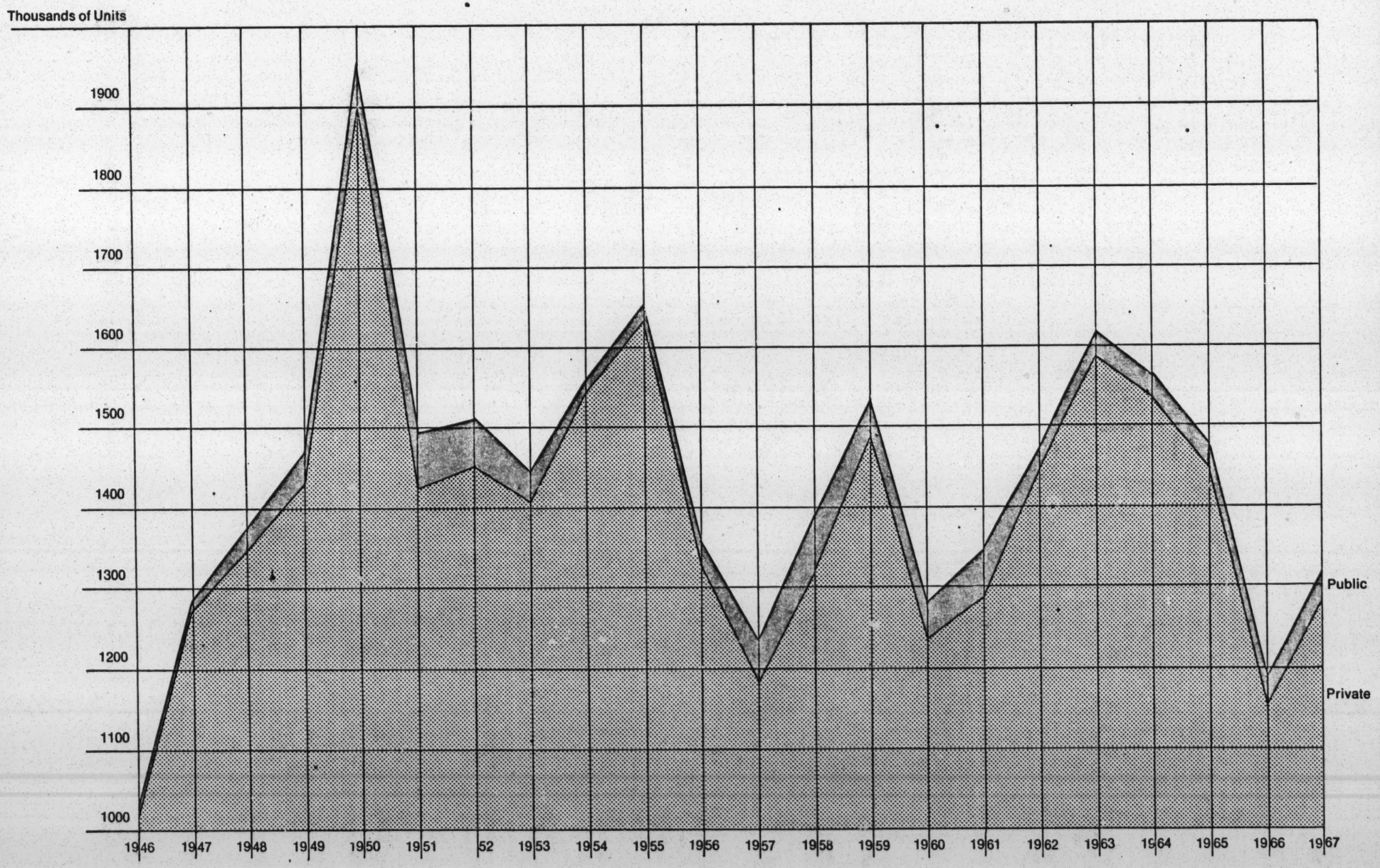
Preliminary Loan Contract - Agreement between the Housing Assistance Administration and a local authority by which HAA agrees to loan the LHA money for such things as market surveys, architectural work, and other preliminaries to the construction of a project.

Program Reservation - Action by the Housing Assistance Administration 'earmarking' the necessary amount of its authorized funds to meet the requirements of a specific project on which it has received and approved an application. This 'reserves' those funds for that project, subject to the further fulfillment of all requirements.

Turnkey - Traditionally the term for completed housing, ready for the buyer to "turn the key" and enter. In the public hous gram, used to refer to programs providing a more prominent role to the private sector, as in Turnkey I where the local authority buys completed housing from a private developer, and Turnkey II where the authority 'buys' management of the units from a private agency.

Workable Program - Technically, the 'Workable Program for Community Improvement.' It represents the community's commitment to programs, such as orderly land use and planning, building and zoning code enforcement, relocation of displaced residents, provision of community facilities, etc., together constituting a coherent and comprehensive plan of action. A Workable Program which is feasible and which meets approved standards is required as a condition for certain forms of federal aid in the fields of housing and urban development.

Housing Starts, Public and Private, 1946-1967



PUBLIC HOUSING

Public housing is the oldest, and until recently was the only, national program in the United States in the field of low income housing. Moreover, public housing itself is not yet middle-aged, dating back only to the New Deal period. Prior to that time, those who could not afford decent housing (or any housing) on the private market were either ignored or left to such facilities as might be provided by private charity or by such local institutions as the county poorhouse. With the New Deal's official recognition that poverty might be -- at least in part -- a result of social and institutional rather than purely personal inadequacies, the United States committed itself as a nation to provide decent housing at rents they could afford to those at the lower end of the income scale.

The basic legislative authority for the program is the United States Housing Act of 1937, as amended. This initial legislation reflects a political decision of key importance to the program: the decision that while it would be essentially a federally financed program, it would be locally operated. Thus, while federal funds underwrite the program's major costs, local housing authorities provide and operate public housing, issuing their own bonds, hiring their own staff, etc. The federal agency established in 1937 to make loans and contributions to the local agencies was the U. S. Housing Authority. Ten years later, when the Housing and Home Finance Agency was set up, the Authority became the Public Housing Administration. With the creation of the Department of Housing and Urban Development in 1965, the functions of the Public Housing Administration were vested in the Secretary and are administered through the Housing Assistance Administration (HAA).

Local Housing Authorities are established under state laws as autonomous public-corporate entities. Their form will vary, but probably the most common is a five-member commission, appointed by the local governing body (town or city council or county commission, for example), or executive (such as the mayor), and serving without pay. As of the end of 1967, there were 2,156 local housing authorities operating in 2,913 localities. ("Operating" means at least having reserved funds with the Housing Assistance Administration for a proposed project.) To put these statistics in perspective, two others are required. Half of these authorities had less than 100 units each in their programs, and only 14% of them had as many as 500 units each. Moreover, 95% of the localities served by local housing authorities had populations (in 1960) of less than 100,000.

The quantity of housing provided under the program has also been a good deal less than spectacular. As of mid-1968, there were 704,594 units of low-rent public housing under management in the United States. (And 12% of these were units specifically designed for the elderly, a form of public housing that has been less politically vulnerable than the rest of the program.) To put into perspective this figure on the net production of the program over more than three decades, it should be noted that the Housing Act of 1949 called for 810,000 units over a six year period. In fairness, it should be noted that completions during the first half of the 1960's were almost twice the number of completions in the last half of the 1950's, and that HAA claims a record 74,859 units added between September, 1967 and September, 1968.

Functions of the LHA

As has been noted, the Local Housing Authority is an agency of local government. In addition to authorizing its establishment in the first place, local government generally appoints the membership of the Authority and must give specific approval to all program applications which the Authority makes to HUD's Housing Assistance Administration. Moreover, participation in most aspects of public housing requires the locality to prepare and secure HUD approval of a Workable Program for Community Improvement. (Elements of a Workable Program include plans for adoption or improvement of building codes; provision of a master plan covering land uses, thoroughfares, and other community facilities; neighborhood analyses; review of community administrative organization and of financing plans for community improvement; plans for housing of families displaced by government activity; and provision for citizen participation in urban renewal and similar programs.) The only types of public housing programs for which the federal government will provide assistance in the absence of a currently approved Workable Program are leased housing and the purchase of leased housing for resale to the tenants. (It should be noted that there is federal assistance available to local communities which want to prepare a Workable Program. It is clear, however, that some communities have utilized the Workable Program requirement -- by means of noncompliance -- as a way of excluding public housing in particular and low income housing in general.)

The Housing Assistance Administration, through its regional offices, will furnish advice and technical assistance to a locality in forming a local housing authority, as well as in the subsequent preparation of an application for a low-rent housing program. (HAA has regional offices in New York, Philadelphia, Atlanta, Chicago, Fort Worth, San Francisco, and Puerto Rico.)

The basic functions of the local authority include the following: determine the need for low-rent public housing; prepare a specific plan or plans to meet that need; enter into an agreement of cooperation with the local governing body (under which the governing body agrees to provide the usual municipal services and the LHA agrees to make payments in lieu of taxes); secure the actual housing -- either by construction, rehabilitation, purchase (Turnkey), or lease; finance the capital costs of the project through long-term bonds (which are actually repaid from the assistance contributions from the federal government); and manage the housing.

In preparing its plans to meet the need for low-rent public housing, the local authority must establish income eligibility limits and rent schedules. These will vary from locality to locality and according to size of family and character of the housing.

To make certain that public housing does not compete with private rental housing and is instead confined to those who can't afford decent housing on the private market, the law requires a 20% gap. That is to say, the top income which a family can have and still be admitted into public housing must be at least 20% lower than the income a family of that size would need to pay the lowest rents at which "a substantial supply of decent, safe, and sanitary housing" is being provided by private sources ("unaided by public subsidy"). The following list of admission limits for a family of five in various urban localities illustrates the range of income eligibility.

Birmingham, Ala. -	$ 3,800	Newark, N.J. -	$ 4,740
Los Angeles, Calif. -	5,400	New York, N.Y. -	7,476
Washington, D.C. -	4,100	Philadelphia, Pa. -	4,000
Chicago, Ill. -	6,600	Austin, Tex. -	4,400
Boston, Mass. -	5,900	Milwaukee, Wis. -	5,150
Detroit, Mich. -	5,400		

In addition to setting income limits for initial admission to public housing, the local authority establishes a second set of income limits, related to continued occupancy. In other words, a family may be admitted to public housing and then enjoy a subsequent rise in income. Even if its higher income is above the maximum allowed for admission, it can continue to occupy public housing until its income continues to rise to a level above the second set of limits -- that determining continued occupancy. This latter limit is supposed to be set so that a family with income above it can, by making a reasonable effort, obtain suitable private housing it can afford.

For the country as a whole, the average, non-elderly family occupying public housing in mid-1967 had a median income of $3,447. (The comparable figure for elderly families was $1,563). The median rent for non-elderly families in public housing was $58 a month (and for elderly families it was $36 a month).

While the Local Authority handles the design and construction of public housing, the law does specify maximum costs for the actual dwelling units and equipment. In specific cases, the Secretary can authorize costs somewhat higher than the normal maximum, and this is frequently required. In Fiscal 1967, the average cost, nationwide, was $15,618 per unit, including $2,734 for site acquisition and development. (Site costs in recent years have averaged nearly a fifth of the total per unit costs.)

Financing

Financial assistance to local housing authorities comes in three basic forms. The first is a preliminary loan contract between the Housing Assistance Administration and the local authority. This may be secured after approval of the initial application and is designed to provide the funds for project planning -- architectural work, market surveys, site selection, and the like. These preliminary advances are limited to a maximum of $150 per unit. Once planning is completed, assuming that construction or rehabilitation is being used to provide the housing, HAA is authorized to make construction loans to the authority, up to 90% of the total development cost of the project. These advances are repaid when the authority subsequently sells its own long-term housing bonds on the private market. The most important form of federal assistance is the annual contributions which constitute the security for those long-term bonds.

Under the annual contributions contracts which HAA enters into with the local authorities, the federal government agrees for each approved project to make payments sufficient to retire the capital cost over a 40-year period. It is this commitment on the part of the federal government which makes it possible for the local authority to sell its long-term bonds. Moreover, with these annual contributions covering the debt service costs, the rents set by the authority need only be sufficient to pay operating expenses and make payments in lieu of taxes to local government. In effect, then federal funds pay for the acquisition of the housing and the eligible tenants pay only the expenses of the operation and management of the housing. And, for some eligible tenants, federal contributions permit rents at an even lower level. To make possible the admission to public housing of unusually low income families, elderly families, families displaced by urban renewal or public housing, and larger families (four or more children), additional federal contributions are authorized of up to $120 a year for each unit occupied by such families.

Finally, any relocation costs (payments to individuals, families and business concerns displaced by the project) can be included in the development costs of the project. As a result, these payments are also federally financed.

Developing a Project

Once a local housing authority has been established, the steps involved in the development of an individual project include the following.

Execution of a Cooperation Agreement with the local governing body -- One aspect of this is to make clear local support and an indirect local contribution to the project. The indirect contribution is in the form of tax exemption. While the authority agrees to payments in lieu of taxes -- generally at the rate of 10% of "shelter rents" (i.e., excluding utilities and maintenance) -- it is not anticipated that these payments will be as large as the local taxes on the property would be if it were privately owned. In fact, the 1954 amendments to the U. S. Housing Act require that this indirect contribution by local government be equal to at least 20% of the federal contribution. In other words, the difference between what the housing authority pays "in lieu" of taxes and what a private owner of the same housing would have to pay in local taxes, must be one-fifth as large as the annual federal contribution.

Application to HAA for Program Reservation -- The basic application (or applications if more than one locality is involved), indicates the number of units planned, the preliminary loan desired, and the expected amount of annual contributions being sought for the project. Supporting data for the application include: census data on population and housing, including changes in local housing since the last census; data on existing and proposed "aided housing," including rent supplement housing, below-market-interest financed housing, and the state and locally aided housing; expected relocation needs, if any; data on local employment; and details on the proposed program, including time schedules. Approval of this application means issuance by HAA of a Program Reservation, indicating its intent, subject to the further fulfillment of all requirements, to provide a preliminary loan and/or enter into a contributions contract.

Submission by the community of a Workable Program if one is not currently in "certified" status -- While a Program Reservation can be secured prior to certification or recertification of a Workable Program, no Preliminary Loan Contract or Annual Contributions Contract (for other than leased housing), can be entered into by HAA in the absence of one. It should be noted that the Workable Program must be for the locality in which the project units will be located.

Execution of Preliminary Loan Contract -- As has been noted, these loans provide planning funds and the next steps are generally to select a site (and get tentative HAA approval), execute an architect's contract, and prepare the development program.

Execution of Annual Contributions Contract -- Once this has been signed, the authority can acquire the land, have the final

plans and specifications prepared, and invite bids on the construction contract. While the federal government will furnish loans (at the current rates of interest being paid by the government itself) for construction work, most authorities soon find it financially advantageous to sell short-term "Temporary Notes" secured by the government's commitment to make construction advances as needed. Then, as the project nears completion, the authority generally sells its long-term bonds, secured by the Annual Contributions Contract. Proceeds from these bonds are used to retire the Temporary Notes and repay all federal advances.

With the completion of construction, the renting of the units to eligible applicants begins and the project enters the management phase.

Leased Housing

The foregoing scenario assumes that the housing involved is new construction, or at least being rehabilitated. Since 1965 local housing authorities can also provide housing by leasing existing units from their owners and renting them to eligible tenants. Where this alternative is to be used, there are important variations from the above procedure.

In the leasing program, several alternatives are possible. The local authority may lease from the owner and sub-lease to eligible tenants, or it may merely enter into a contract with the owner guaranteeing rental payments at a certain level, and allow for eligible tenants to enter into their own lease with the owner. The "owner" need not actually hold title to the housing, but may be a non-profit or other sponsor acting as an intermediary or broker. Moreover, the contract between the authority and the owner or his agent may provide for the latter's selection of individual tenants (though the authority must, of course, find them eligible for occupancy).

Similarly, various rental arrangements are possible, ranging from one in which the LHA collects the tenant's share of the rent, combines its contribution and pays the whole amount to the landlord; to one where the reverse is done, the LHA paying its share to the tenant and having him make the full payment to the owner. In the leased housing program, the annual contribution from the Housing Assistance Administration pays the difference between the tenant's share (usually 20-25% of income), and the full rent due to the owner. It also provides reimbursement to the authority for its expenses in conducting surveys, listings, and inspections in connection with the program. While the owner is responsible for major repairs, the LHA handles routine maintenance and other management aspects. This somewhat reduces the LHA's expenses in connection with the unit, and, since the housing remains in private ownership the community does not make any indirect contribution in the form of tax exemption.

From the owner's standpoint, the arrangement guarantees him no-vacancy occupancy on a long-term basis (up to twenty years). This is so attractive that many are prepared to build new rental units

specifically for the leasing program.

For leased housing, neither a Workable Program nor a cooperation agreement with the local governing authority is required. It is necessary, however, to secure local government approval of the application for leased housing assistance. The application form used for leased housing also calls for some additional information: data on vacancy rates in private housing, details on the housing available for leasing, estimates of operating expenses and of utility costs under the proposed leasing program, and a demonstration of the proposal's financial feasibility.

The usual process by which a leasing program is initiated is for the local authority to survey the rental market in its area, since a leasing proposal will not be approved if it appears that it will put a strain on the total housing supply. Owners of existing housing are invited to make their units available, the offered units are inspected, and proposed leasing agreements negotiated. No Program Reservation or Preliminary Loan is required and once the application is approved by HAA, an Annual Contributions Contract can be executed and the leasing and occupancy proceed.

At the end of September, 1968, 27,479 units of leased public housing were available for occupancy and Annual Contributions Contracts had been executed for another 23,139 units.

Turnkey I

Another option provided to local authorities is the "Turnkey" approach -- the purchase of completed housing as a package. In utilizing this method, the local authority has a relationship with the builder similar to that of an individual who contracts to purchase a custom-built house. Under it, once a Program Reservation has been obtained, the local authority does not need to select a site, hire an architect, and prepare project plans. Instead, working closely with the regional office of HAA, the authority prepares invitations to developers setting forth the location, related facilities, and other aspects of the project being contemplated. On the basis of this, prospective developers can submit their proposals indicating the site which they can provide and a general description of the buildings, as well as a price for the package (itemized by such categories as site, site improvements, dwelling construction and equipment, non-dwelling construction, and architectural and engineering services).

With HUD's assistance and approval, the local authority selects from the proposals submitted, advises the successful developer (or developers) and final proposal data can be developed in a three-way conference of local authority representatives, HUD staff, and the developer and his staff. In working with the developer on final plans and through actual construction, the authority makes use of its own appraisers, cost estimators, and inspecting architect. When the developer has his final proposal, with plans and other data, ready, and agreement has been reached on sales price (subject to

receipt of the independent appraisals and cost estimates and to execution by HUD of an Annual Contributions Contract), these can receive regional approval. The independent cost estimates can then be secured and when national HUD approval has been obtained, and with it a Contributions Contract for the project, the local authority can issue a Letter of Intent. Once the working drawings have been prepared and approved, updated cost estimates are secured and reviewed, and an actual Contract of Sale can be executed by the local authority, the developer, and HUD. The final phase of construction then follows.

The Turnkey approach need not be limited to new construction. The Philadelphia Housing Authority began several years ago a program of acquisition and rehabilitation of existing substandard homes. Initiated under traditional processes, with the Authority taking bids for the rehabilitation work, etc., the program was changed to Turnkey in 1967. Developers were urged to acquire the properties independently, rehabilitate them, and then sell them to the Authority at a previously agreed upon price. The new process has been working so well that the Authority anticipates bringing under management over a two year period some 3,300 units which had been expected to take three years in process. (Costs are also said to be substantially below those for new high-rise construction.)

It is HUD's contention, based on initial experience with the Turnkey process, that construction costs can be reduced 10-15% below the traditional process, and construction time cut by as much as two or three years. The then Assistant Secretary for Renewal and Housing Assistance, Don Hummel, told a November, 1968, audience that "the conventional [public] housing program was consuming 41 months between application and construction," but that giving emphasis to the Turnkey process made it "possible to cut the time from application to delivery to 33 weeks and on the accelerated Turnkey process to 17 weeks."

At the end of September, 1968, there were under management some 5,463 new units constructed and another 2,665 units rehabilitated under Turnkey I acquisition procedures. Another 13,197 units were under construction and another 357 being rehabilitated under Turnkey.

Turnkey II and III

In a further effort to link public housing with the private sector, HUD and HAA have added programs authorizing private management of public housing (Turnkey II) and eventual sale of some public housing units to the tenants themselves, thus moving such units out of the public sector completely (Turnkey III).

The first of these is quite simple in its basic approach. It authorizes local housing authorities to contract all or part of the management responsibilities in connection with their units to private agencies. Such a contract might well be combined with a Turnkey I project (i.e., the developer not only contracts to build the units for the local authority, but also to manage them

upon completion), but it need not be. The management contract might cover units built in the traditional way by the LHA itself, or it might cover Turnkey I units but be with a management entity different from the builder. It is possible that the management contract can be given an organization made up of or representing the tenants themselves, and where this is not the case, tenant "involvement" in the management process is clearly called for by HAA's Guidelines on the program.

Although HAA encourages delegation of "the maximum feasible amount" of responsibility to the contractor, or "broker", actual contract arrangements "may vary widely, depending on the circumstances of each case, the wishes of Local Authorities, and the willingness of brokers to assume responsibility for certain functions."

There is one exception to this generalization. Since civil rights regulations require tenant selection on a community-wide basis, the LHA must retain this responsibility unless the broker is to manage the entire low-rent program in the community.

More dramatic than private management is the homeownership option provided by Turnkey III. While a local authority which contemplates use of the program should consult with its regional Housing Assistance Office regarding a detailed program for its own situation, the following will indicate the way in which the pilot program has been formulated. The units involved, whether built by the LHA or purchased (and, under the 1968 Act, leased housing can also be purchased for the purpose of inclusion under Turnkey III), are financed on a 25-year basis, rather than the usual 40-year term, and a pro-rata share of this capital debt is assigned to each unit. The capital is secured through the sale of securities by the LHA, as usual, and the debt service on these is guaranteed (and covered) by the Annual Contributions from HAA. Selected as occupants of these units (and prospective homebuyers), are tenants who in addition to otherwise qualifying for public housing occupancy, desire to work and invest in homeownership and are willing and able to do the maintenance and repair work involved in the program. They must also have incomes high enough to make the minimum payments required under the program.

Under a lease-purchase agreement with the Authority, the occupant family makes monthly payments at least equivalent to 20% of its income, less an allowance for any utilities which it may be paying for directly. As a minimum, this monthly payment must also be sufficient to cover three basic items: monthly operating expense for the Authority (including its administrative costs, utilities not paid directly by tenants, insurance premiums and payments in-lieu of taxes, maintenance costs for any community facilities in the development, and provisions for an operating reserve); a non-routine maintenance reserve for the unit (for such long-term items as exterior painting, major repairs, replacement of range or refrigerator, etc.); and routine maintenance costs. Under the program, the actual responsibility for and work on routine maintenance is to be the occupant's, so that this last item will normally be credited to a Homebuyer's Ownership Reserve. (Should the occupant

fail to do the required routine maintenance, the authority may pay to have it done and deduct the cost from this Ownership Reserve.)

Should the 20%-of-income payment required as a minimum be large enough to exceed the three basic items indicated, that excess is utilized by the Authority to reduce the government subsidy involved, either through greater in-lieu-of-taxes payments to local government or through reduction of the Annual Contributions received from HAA on the unit. On the other hand, should the family have the desire and the ability to pay more than 20% of income, any of that excess not required for the three basic items would be credited to the Homebuyers Ownership Reserve. (Such voluntary additional payments can be made either periodically or in lump sum form.) Also, in addition to carrying out routine maintenance, occupant families may, by agreement with the Authority, perform some non-routine maintenance and have its Ownership Reserve credited with the value of that work.

As the family builds up an Ownership Reserve (and it is required to accumulate a minimum of $200 in that Reserve during the initial two years and to keep adding to it subsequently at least to a level of $350), the remaining indebtedness on the unit is being reduced by the Annual Contributions from HAA. When the Reserve has gotten large enough (and the remaining indebtedness small enough), so that the Reserve will cover the indebtedness plus necessary closing costs, the family applies the Reserve and purchases the unit. In cases where family income has risen sufficiently, even prior to this time, so that the remaining indebtedness on the unit could be paid off via some alternative financing arrangement -- either unsubsidized or subsidized to a less extent than under the normal Turnkey III process -- the family will be required to complete purchase of the unit with that alternative financing, assuming that the financing is actually available.

The foregoing indicates the essentials of the Turnkey III program. It has a number of other features, including the role of a Homebuyers Association (made up of all the prospective homebuyers and participating with the Authority in formulating the detailed rules, etc.), and procedures for precluding the purchasing family from reaping any capital gain as a result of re-sale where that gain would stem from the government subsidization of the initial financing. But, assuming normal operation of the process, the occupant family would become a homeowner at some point within the twenty-five year period, and the unit would thus move out of the status of tax-exempt public property into the status of an ordinary, privately-owned home.

Turnkey III and Self-Help

As indicated, "self-help" in the sense of routine maintenance and some non-routine maintenance is contemplated in the normal Turnkey III program. Even before inauguration of Turnkey III in 1967, however, self-help in the construction of the housing had been utilized on Indian reservations, with the resultant equity being combined with subsequent maintenance work to lead to ownership when the indebtedness on the units had been paid off. In these programs,

the tribal councils either acted as, or established, the local housing authority; the participant families were able to provide their own lots (thus furnishing an initial equity in the unit); and the Bureau of Indian Affairs provided for the required technical assistance (primarily construction supervision). Repayment of the remaining capital costs of the housing was guaranteed by HAA's Annual Contributions, as in other public housing programs.

HUD has indicated, as early as 1966, that it sees no reason why a similar program, utilizing self-help either in construction of the housing or in rehabilitation of existing housing, could not be extended to areas outside of Indian reservations. To date, however, no actual use of self-help in construction or rehabilitation, with the resultant equity leading to eventual ownership by the occupants of public housing, is known of -- aside from the Bureau of Indian Affairs's "Mutual Help Housing."

Operating details for this broader application of self-help to Turnkey would have to be worked out, but it could presumably work as follows. A non-profit sponsor might serve as the Turnkey I developer, but with the added feature of using the self-help labor of the prospective tenants. When the completed units were sold to the local authority, that portion of the acquisition price which represented the self-help labor component could be credited to the Homebuyer's Ownership Reserves of the self-helper tenants. Inclusion of Turnkey II in the process might be attained by having management of the units be done by the non-profit sponsor and/or a tenants' organization. Additional equity build-up, and a consequent hastening of the time of ownership, would be possible through self-help maintenance by the tenants (as in the Gulfport program summarized above).

O E O Grantees and Public Housing

While the basic responsibility for public housing remains with local government and its local housing authorities, there are ways in which other groups and agencies can relate to the program -- especially now that there is increased emphasis on involving the private sector. The following are illustrative of possible activities for a group or agency, such as an OEO grantee, working with lower income people:

1) Encourage the establishment of a local housing authority in a community where there is a need, and a potential for one. Press for more equitable and imaginative policies on the part of existing LHA's, including greater utilization of the available Turnkey programs.

2) Assist an existing local authority by carrying on a general educational program in the community regarding public housing.

3) Organize, or encourage the formation of tenant organizations, with the ultimate goal of involving them in management of the units, through Turnkey II or otherwise.

4) Where appropriate, encourage both the local authority and private landlords to explore the possibilities of the leasing program.

5) Form or encourage the formation of a non-profit entity which might serve as the "broker" in a leased housing operation.

6) Encourage formation of a non-profit entity which might build or rehabilitate housing either for sale to or lease by the LHA.

REFERENCES

"Public Housing Fact Sheet", (unnumbered)

Low Rent Housing Manual 201.1 (HUD-HAA)

Low Rent Housing Manual 221.1 (HUD-HAA)

Circular 6-4-68, "Guidelines for Pilot Program -- Private Management of Low-Rent Public Housing"

"Homeownership Program for Low-Income Families," (undated, unnumbered)

"The Leasing Program for Low-Income Families," HUD Consumer Bulletin IP-3

"Housing for Low-Income Families," HUD IP-40

"Buying from Developers -- A Guide to the 'Turnkey' Method of Public Housing Construction," HUD PG-6

STATISTICAL APPENDIX

The summary tables which follow are largely self-explanatory. The first, which indicates construction during the successive five-year periods of the program, makes it clear that output follows commitment. Thus, the production of war defense housing during the five-year period 1941-5 was substantially greater than all low income production throughout the thirty year period. Table 2 gives yearly figures for the most recent seven-year period. Among other things, it highlights the emphasis given to housing for the elderly in recent years.

Tables 3 and 4 attempt to put into perspective the statistics on the number and size of Local Housing Authorities. It is worth noting in Table 3, for example, that Regions I and II account for only 16% of the LHA's, but for 38% of the units under management. Conversely, Regions III and IV account jointly for 60% of the LHA's, but only 36% of the units. Table 5 charts the growing cost of public housing dwelling units.

Tables 6 and 7 provide a profile, by race, income and family status, of the occupants of public housing. More than half of the units are in nonwhite occupancy and nearly 30% are occupied by elderly families and individuals. (Less than half of these -- 12% of the total -- are especially designed for elderly occupancy, though.) All but 15% of the occupants had incomes of less than $5,000 a year, with 46% of them falling below $2,500. (Some 52% of white occupants were in this lowest income group, compared with 41% of the nonwhite occupants.) As Table 7 indicates, the income distribution pattern varies regionally, with 22% of the occupants in the North falling in the $5,000 and above category, but only 4% of those in the South.

Table 8 represents an effort to relate public housing occupancy to the general nonfarm population in the equivalent income groups. Thus, 17 out of every 1,000 nonfarm families with incomes of less than $9,000 occupy public housing, and 10 out of every 1,000 individuals with incomes below $9,000 live in public housing. For nonwhite families, the ratio is dramatically larger, with almost 10% of the nonwhite, nonfarm families with incomes of between $2,500 and $5,000 a year found in public housing. For white families in the same income category, the comparable percentage is 1 1/2.

Public Housing Construction, Five Year Periods, 1936-1965

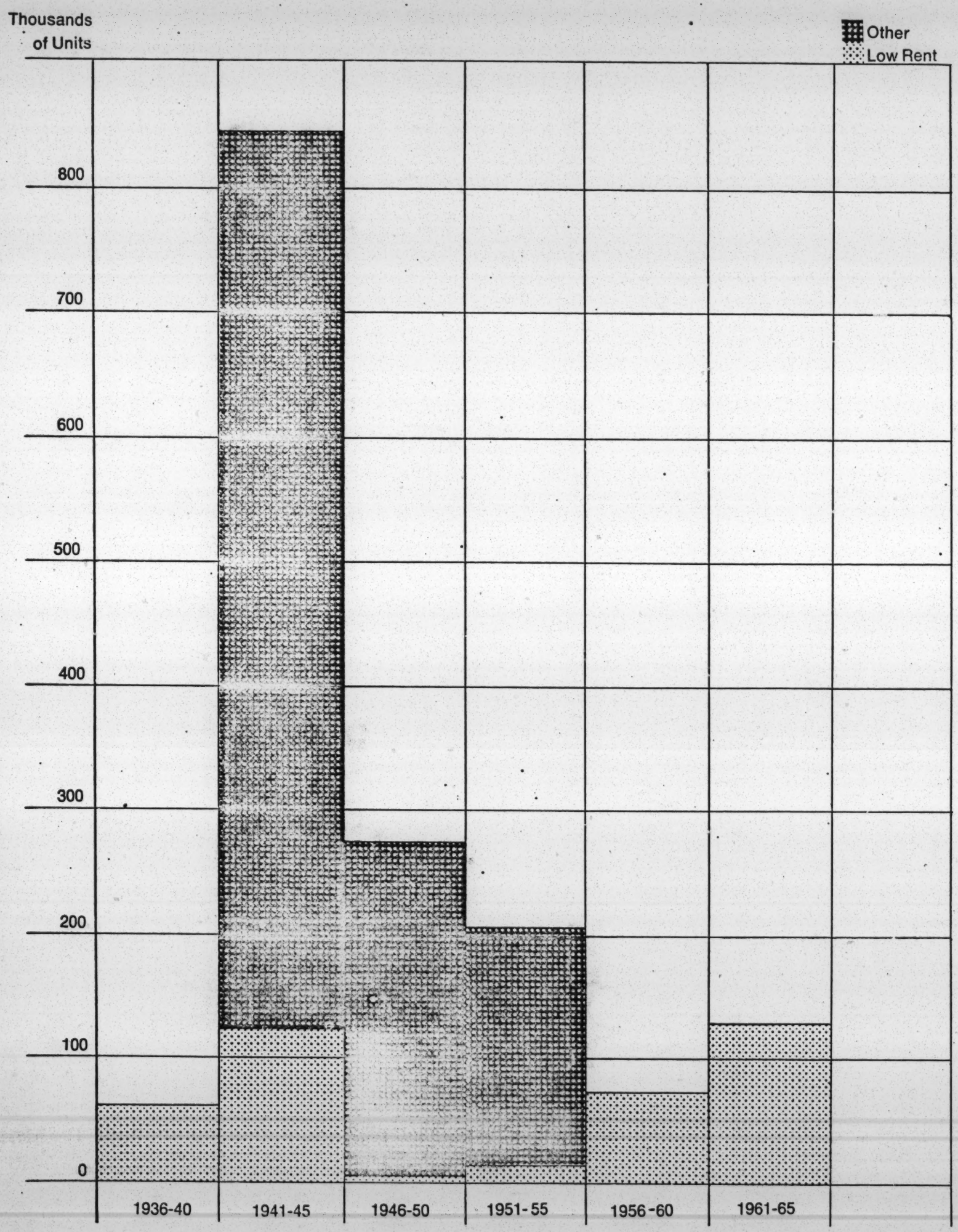


TABLE 1

PUBLIC HOUSING UNITS COMPLETED IN THE UNITED STATES,

BY FIVE YEAR PERIODS, 1936 - 1965

Period	Total	Low Rent	Other[a]
1936-40	60,907	60,907	--
1941-45	847,205	126,882	720,323
1946-50	274,888	5,541	269,347
1951-55[b]	207,596	191,910	15,686
1956-60[c]	76,318	76,318	--
1961-65[d]	132,331	132,331	--

[a] War and defense housing and veterans' re-use housing.

[b] A level of 675,000 units was initially authorized for this five-year period under the Housing Act of 1949; later reduced to 390,000 units by the Acts of 1952, 1953, and 1954.

[c] A level of 152,000 units was authorized during this period, under the Acts of 1955, 1956, and 1959.

[d] A level of 137,000 units was authorized during this period, under the Acts of 1961 and 1964.

Source: Report 600.10, "Status of HAA-Assisted Housing Program;" and various acts.

Public Housing Production, Annually, 1961-1967

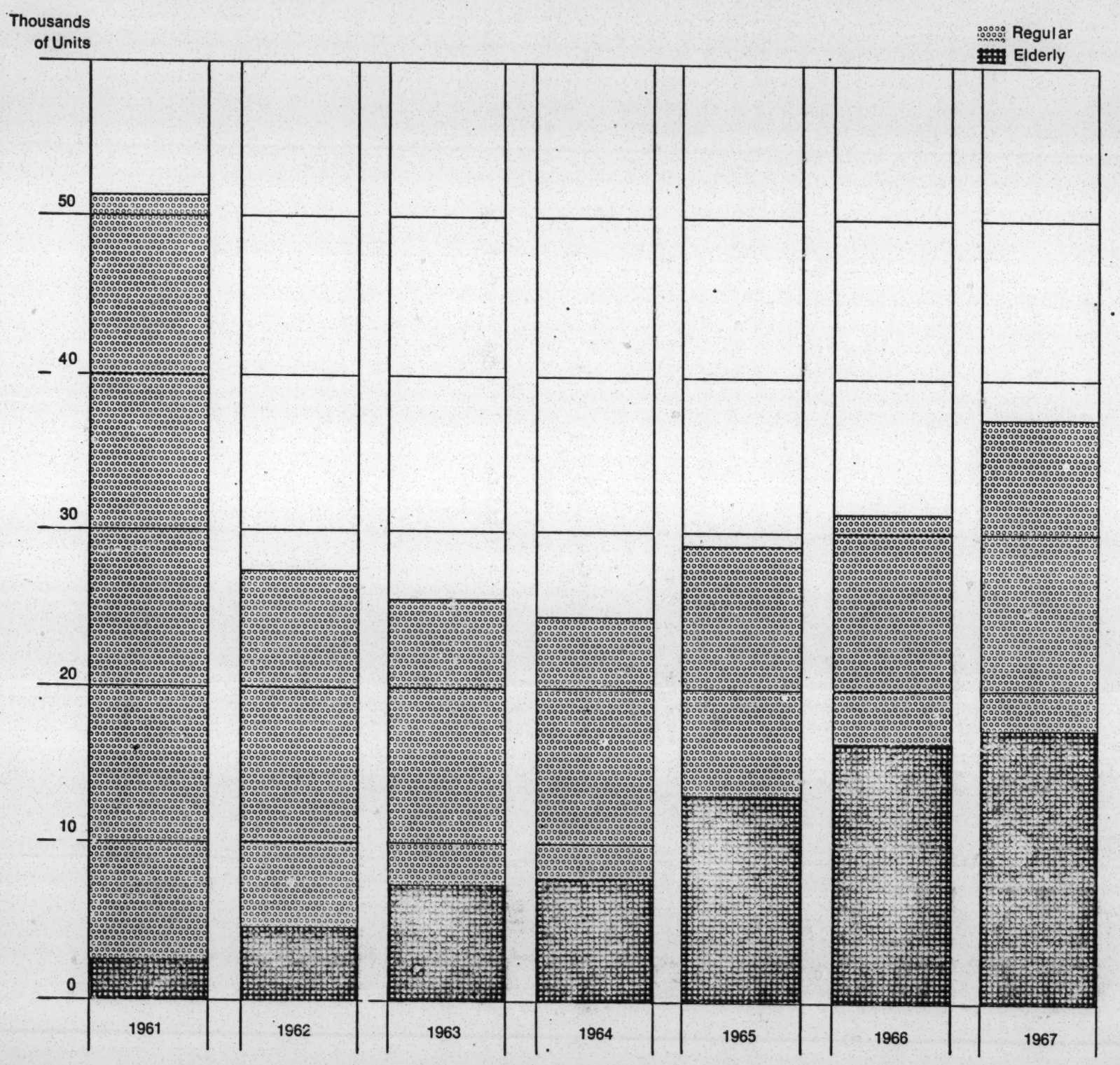


TABLE 2

"NET PRODUCTION" OF PUBLIC HOUSING IN THE UNITED STATES,

ANNUALLY, 1961 - 1967

Year	Net Increase in Units: Total	Net Increase in Units: Elderly Only	Elderly as % of Total
1961	51,049	2,339	5%
1962[a]	27,312	4,465	16%
1963[a]	25,601	7,150	28%
1964[a]	24,581	7,915	32%
1965[b]	29,017	13,155	45%
1966[c]	31,001	16,060	52%
1967[c]	37,348	17,434	47%
Under management, mid-1968	704,594	83,390	12%

Data refer to units under management and available for occupancy; including acquisitions under Turnkey and leased housing programs.

[a] Act of 1961 renewed the authority for additional units remaining under the Act of 1949 -- estimated at 100,000 units.

[b] The Act of 1964 authorized an additional 37,500 units.

[c] The Act of 1965 authorized an additional 60,000 units each year.

Source: HUD Statistical Yearbook, 1966 and Statistical Abstract of Housing Assistance Operations.

Public Housing, by Region as of Mid-1968

Authorities
Units

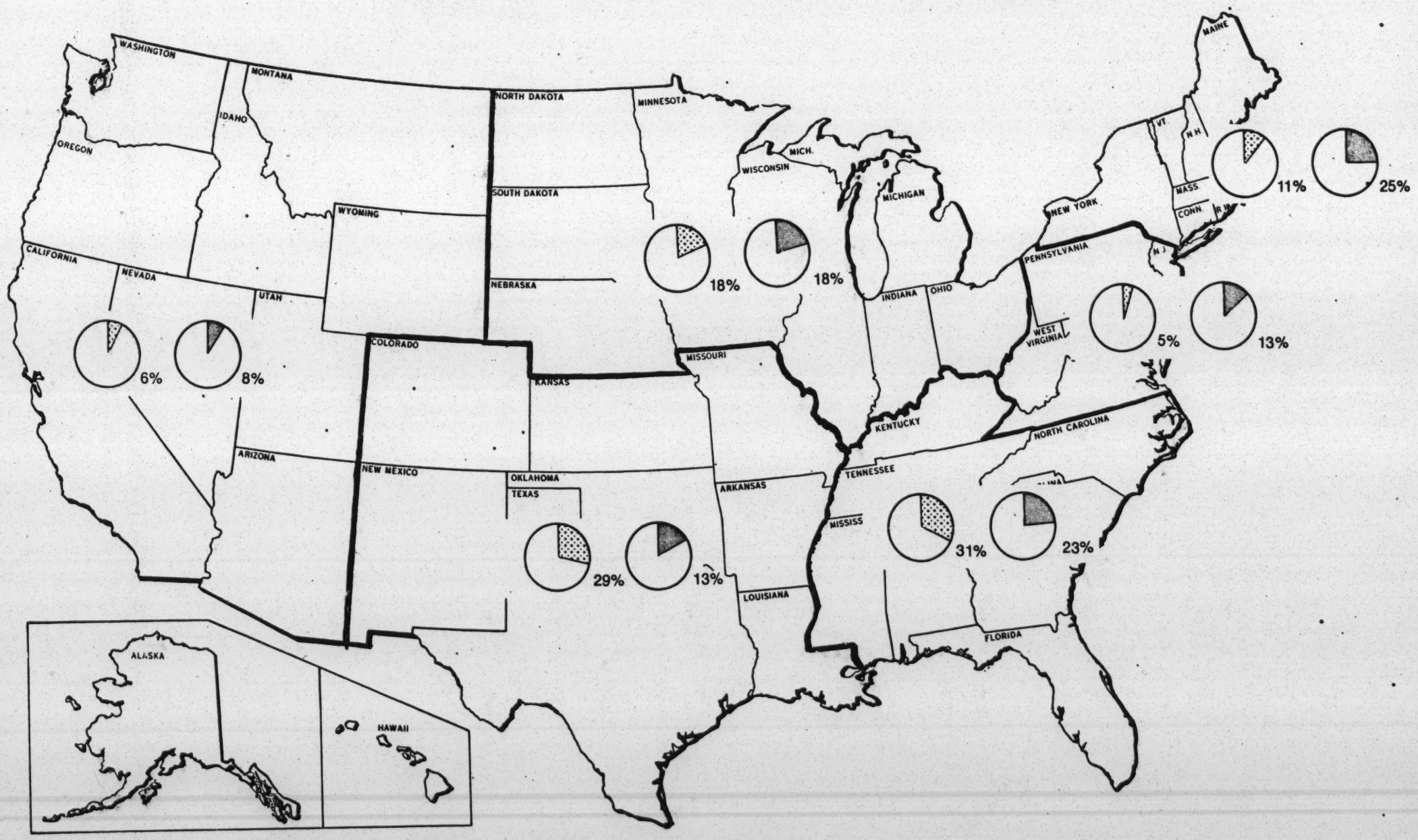


TABLE 3

PUBLIC HOUSING IN THE UNITED STATES, BY REGION

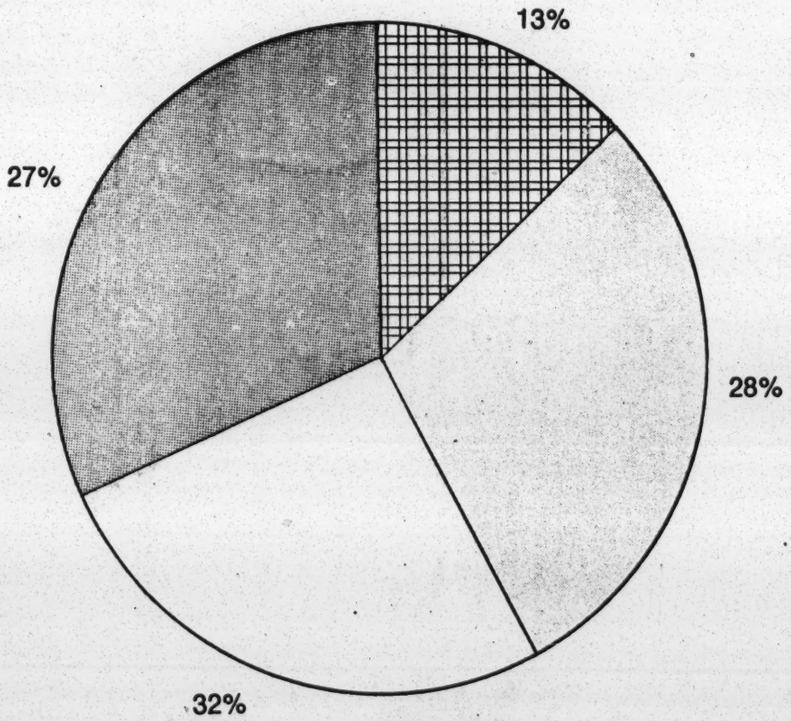
AS OF MID-1968

	Region	Number of Authorities	% of Total	Units Under Management	% of Total
1.	Conn., Maine, Mass., N. H., N. Y., R. I., and Vt.	234	(11%)	164,437	(25%)
2.	Del., D. C., Md., N. J., Pa., Va., and W. Va.	111	(5%)	90,145	(13%)
3.	Ala., Fla., Ga., Ky., Miss., N. C., S. C., and Tenn.	679	(31%)	155,746	(23%)
4.	Ill., Ind., Iowa, Mich., Minn., Neb., N. D., Ohio, S. D., and Wis.	382	(18%)	120,878	(18%)
5.	Ark., Colo., Kans., La., Mo., N. M., Okla., and Tex.	634	(29%)	86,117	(13%)
6.	Alas., Ariz., Cal., Haw., Idaho, Mont., Nev., Ore., Utah, Wash., and Wyo.	143	(6%)	54,553	(8%)
	Totals[a]	2,183	(100%)	671,876	(100%)

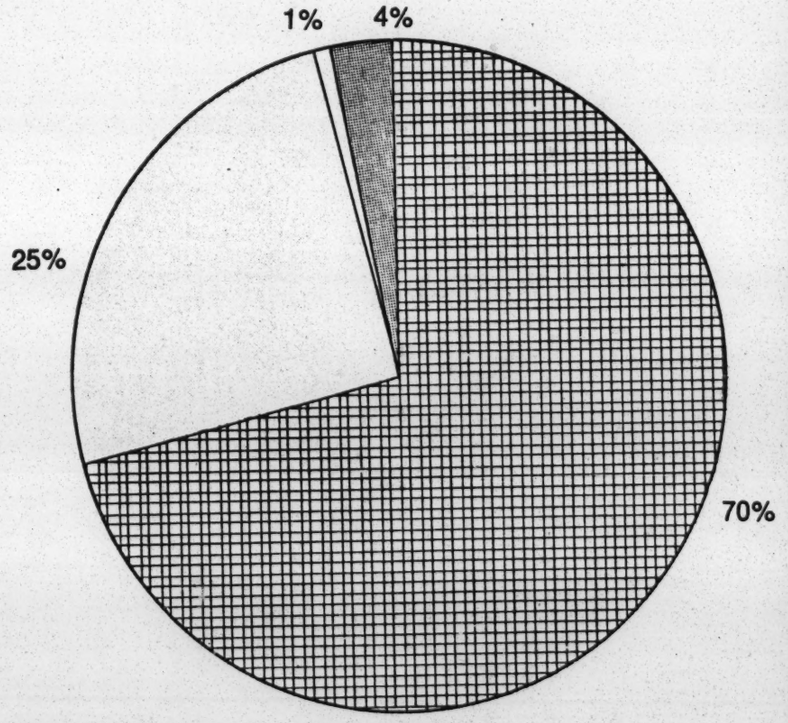
[a]Puerto Rico excluded from tabulation.

Source: Statistical Abstract of Housing Assistance Operations

Local Housing Authorities by Size, as of End of 1967



% of Units



% of Authorities

Localities' 1960 Population

Under 10,000

10,000-99,999

100,000-499,999

500,000 and above

TABLE 4

LOCAL HOUSING AUTHORITIES, BY SIZE OF LOCALITY AND PROGRAM,

AS OF END OF 1967

Localities' 1960 Population	Number with Authorities[a]	Per Cent of All Authorities	Number of Units[b]	Per Cent of All Units
Under 10,000	2,056	70%	127,619	13%
10,000 - 99,999	732	25%	265,437	28%
100,000 - 499,999	105	4%	252,555	27%
500,000 and above	20	1%	300,585	32%
Totals	2,913	100%	946,196	100%

Number of units in program[b]	Number of Authorities	Per Cent of All Authorities
Less than 100	1,087	50%
100 - 499 units	773	36%
500 or more units	296	14%
Total	2,156	100%

[a] A number of authorities operate in more than one locality.

[b] Includes units for which there are fund reservations only and units under construction, as well as completed units under management.

Source: Statistical Abstract of Housing Assistance Operations

Average Costs of Public Housing, Selected Years

TABLE 5

AVERAGE PER UNIT COSTS OF PUBLIC HOUSING,

SELECTED YEARS

	Site Aquisition & Development	Construction & Equipment	Other Costs	Total
Thru 1951	$ 1,585	$ 7,892	$ 744	$ 10,221
1954 thru mid-1958	3,069	8,398	1,097	12,564
Fiscal 1959	2,720	9,271	1,191	13,182
" 1960	2,825	9,513	1,195	13,533
" 1961	3,059	10,005	1,294	14,358
" 1962	3,020	9,622	1,277	13,919
" 1963	3,280	10,299	1,370	14,949
" 1964	3,213	10,248	1,358	14,819
" 1965	3,130	10,463	1,519	15,112
" 1966	3,034	11,266	1,595	15,894
" 1967	2,734	11,164	1,720	15,618
Distribution of Costs:				
1954-8	24%	67%	9%	100%
Fiscal '65-7	19%	71%	10%	100%

Source: Adapted from Housing Yearbook, 1968

TABLE 6

1966 OCCUPANCY OF PUBLIC HOUSING, BY RACE AND INCOME,

FOR ELDERLY AND NON-ELDERLY FAMILIES AND INDIVIDUALS

	Number and Percent by Income Level			
	Under $2,500	$2,500 - $4,999	$5,000 and over	Total
All Occupants:	278,300 (46%)	239,700 (39%)	89,500 (15%)	607,500 (100%)
Nonwhite, non-elderly families:	86,500 (14%)	131,500 (22%)	54,800 (9%)	272,800 (45%)
White, non-elderly families:	33,700 (6%)	73,900 (12%)	31,000 (5%)	138,600 (23%)
Nonwhite, elderly individuals:	30,100 (5%)	2,000 (a)	400 (a)	32,500 (5%)
White, elderly individuals:	60,800 (10%)	1,800 (a)	600 (a)	63,200 (10%)
Nonwhite, elderly families:	16,900 (3%)	9,600 (2%)	1,000 (a)	27,500 (5%)
White, elderly families:	35,000 (6%)	16,600 (3%)	1,500 (a)	53,100 (9%)
Nonwhite, non-elderly individuals:	6,400 (1%)	2,000 (a)	100 (a)	8,500 (1%)
White, non-elderly individuals:	8,900 (1%)	2,300 (a)	100 (a)	11,300 (2%)
All nonwhite families & individuals:	139,900 (41%)	145,100 (43%)	56,300 (16%)	341,300 (100%)
All white families & individuals:	138,400 (52%)	94,600 (36%)	33,200 (12%)	266,200 (100%)
All non-elderly families & individuals:	135,500 (31%)	209,700 (49%)	86,000 (20%)	431,200 (100%)
All elderly families & individuals:	142,800 (82%)	30,000 (17%)	3,500 (2%)	176,300 (100%)
All elderly & non-elderly families:	172,100 (35%)	231,600 (47%)	88,300 (18%)	492,000 (100%)
All elderly & non-elderly individuals:	106,200 (92%)	8,100 (7%)	1,200 (1%)	115,500 (100%)

(a) Less than ½%.

Components do not always add to totals because of rounding.

Source: Estimated on the basis of HAA Tables 33-37, HUD Statistical Yearbook, 1966

TABLE 7

1966 OCCUPANCY OF PUBLIC HOUSING, BY RACE AND INCOME,

FOR CENSUS REGIONS

		Number and Percent by Income Level			
		Under $2,500	$2,500 - $4,999	$5,000 and over	Total
The Nation*-	Nonwhite:	126,900 (22%)	140,000 (24%)	56,000 (10%)	323,000 (56%)
	White:	131,700 (23%)	91,400 (16%)	29,600 (5%)	252,700 (44%)
	Total:	258,600 (46%)	231,400 (39%)	85,600 (15%)	575,700 (100%)
The North -	Nonwhite:	46,200 (28%)	72,600 (44%)	46,200 (28%)	165,000 (100%)
	White:	64,200 (48%	46,800 (35%)	22,700 (17%)	133,700 (100%)
	Regional Total:	110,400 (38%)	119,400 (40%)	68,900 (22%)	298,800 (100%)
The South -	Nonwhite:	75,000 (54%)	56,900 (41%)	6,900 (4%)	138,900 (100%)
	White:	56,300 (61%)	32,300 (35%)	3,700 (4%)	92,200 (100%)
	Regional Total:	131,300 (57%)	89,200 (40%)	10,600 (4%)	231,100 (100%)
The West -	Nonwhite:	5,700 (30%)	10,500 (55%)	2,900 (15%)	19,100 (100%)
	White:	11,300 (42%)	12,300 (46%)	3,200 (12%)	26,800 (100%)
	Regional Total:	17,000 (37%)	22,800 (50%)	6,100 (13%)	45,800 (100%)

North: Conn., Ill., Ind., Kan., Maine, Mass., Mich., Minn., Mo., Neb., N.H., N.J., N.Y., N.D., Ohio, Penn., R.I., S.D., Vt., and Wis.

South: Ala., Ark., Del., D.C., Fla., Ga., Ky., La., Md., Miss., N.C., Okla., S.C., Tenn., Tex., Va., and W.Va.

West: Ariz., Cal., Colo., Idaho, Mont., Nev., N.M., Ore., Utah, and Wash.

* Excludes Alaska, Hawaii, Puerto Rico, and the Virgin Islands.

(a) Less than ½%.

'omponents do not always add to totals because of rounding.

Source: Estimated on the basis of HAA Tables 12 and 36, HUD Statistical Yearbook, 1966.

TABLE 8

RATIO OF PUBLIC HOUSING OCCUPANCY TO NONFARM POPULATION,

FOR FAMILIES AND INDIVIDUALS, BY RACE AND INCOME, 1966

	Number of public housing occupancies per 1,000 of nonfarm population*			
	Under $2,500	$2,500 - $4,999	$5,000 and over**	Total**
All families & individuals:	25	23	5	15
White families & individuals:	15	11	2	8
Nonwhite families & individuals:	69	81	35	63
All families:	36	30	5	17
White families:	19	15	2	8
Nonwhite families:	97	99	39	77
All individuals:	17	3	1	10
White individuals:	13	2	***	8
Nonwhite individuals:	36	11	3	27

* To illustrate: There were an estimated 6,229,000 white families and 1,419,000 nonwhite families with incomes between $2,500 and $5,000 in 1966; and there were 90,500 white families and 141,100 nonwhite families in that same income range occupying public housing; so that an estimated 15 of every 1,000 white nonfarm families and 99 of every 1,000 nonwhite nonfarm families (in that income group) were living in public housing.

** Ratio is to nonfarm population with incomes under $9,000, although a few occupants of public housing may have incomes somewhat above that level.

***Less than ½.

Source: Computed on the basis of HAA Tables 33-37, HUD Statistical Yearbook, 1966 and 1966 income distribution figures in Census Series P-60, No. 53.

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LOW-RENT PUBLIC HOUSING PROGRAM
(CONVENTIONAL, TURNKEY, LEASED)

By
John B. Sams
Department of Housing and Urban Development
Atlanta, Georgia

(Recorded at Reidsville, N. C., ~~April 21~~, 1970)
updated 11-18-70

I certainly appreciate this opportunity to speak to such a fine group of people this morning. I have been asked to talk about one of our programs. I say "one of our programs" because HUD actually administers 73 different programs. Quite a few of them are handled through our FHA - and when I say "FHA", by the way, it's Federal Housing Administration rather than Farmers Home Administration. We have a Federal Housing Administration State Insuring Office at Greensboro. Quite a few of our programs are handled through that FHA office; however, the rest of them are handled through the regional office in Atlanta, Georgia. We have quite a few housing programs, most of them under the Federal Housing Administration, which has been a part of the Department of Housing and Urban Development since HUD was created.

Then we also have the low-rent public housing program, which I have been asked to talk about this morning. Ed Baxter, our regional administrator in Atlanta, was sorry that he could not be with us today, but he is on another program down in Raleigh at the annual meeting of the Carolinas Council of Housing and Development Officials.

The program I have been asked to speak on is not a new program, but we do have some new techniques that can be used in providing decent homes for families of low income. Low-rent public housing was actually conceived during the Depression back in Franklin D. Roosevelt's days, not only to provide decent homes for underprivileged families but also to stimulate

the economy, which was sagging at that time, with a building program.

Without the low-rent public housing program, there would be many families that would never know what it's like to live in decent, safe and sanitary housing. That is the purpose of the public housing program. Ever since the Housing Act of 1937 and every admendment to that housing act, our stated aim has been to get every American family into a decent, safe and sanitary home.

Back in ~~1933 and 1935~~ 1934 and 1935 the first low-rent public housing units were built, owned and operated by the Federal Government. Then came the Housing Act of 1937, which permitted local ownership and operation. When I say "local ownership and operation", I mean "owned by housing authorities created under your state law." Under the 1937 Housing Act, each state had to pass what we speak of as "enabling legislation" in order for localities to organize housing authorities to provide low-rent public housing for their low-income citizens. So housing authorities are organized under your state law, and our Department can administer the low-rent public housing program only through a housing authority legally constituted under your North Carolina State enabling legislation.

Now in North Carolina, under your law, any city with over 500 population can have a housing authority. This used to be 5000 pupulation up until 1961, so you were restricted as to the number of cities that could have housing authorities. But in 1961 the legislature reduced that population count from 5000 to 500. So as it stands right now, any city or town, any incorporated area with over 500 population, can have a housing authority.

Any county in the state, regardless of population, can have a housing authority. Up until the last session of the legislature here in North Carolina, a county had to have over 60,000 population in order to have a housing authority. In the last session, the law was changed so that any county can now have a housing authority, regardless of population count.

Any two or more counties can go together and form a regional housing authority.

We have several regional housing authorities in the state, one of them dating way back to 1950. The first one created was the Eastern Carolina Regional Housing Authority. Pete Winfrey is the executive director of that authority and it covers 10 counties. Back then, when that authority was created, when counties had to have a 60,000 population to have a housing authority, any group of counties that went together at that time to form a regional housing authority had to have an aggregated total of over 60,000 population. As you see, the purpose back then in having the regional housing authorities was to enable the smaller counties to have public housing.

Now a city or town housing authority consists of a five-man board of commissioners. They are appointed by the mayor. County housing authorities consist of a five-man board of commissioners appointed by the county commissioners. Your regional housing authorities consist of one board member from each county involved and one member appointed by the governor if there is an even number of counties involved. If there is an odd number of counties, the governor does not appoint a member. But if there is an even number of counties in any regional housing authority, then the governor appoints an additional member to serve on the board so that they won't wind up with a tie when they vote on anything.

In the case of city, town or county housing authorities, the commissioners are initially appointed for staggered terms by the mayor or the county commission. One is appointed for one year; one for two years; one, three; one, four; and one, five. And then, as those terms expire, the commissioners are reappointed - or a new member is appointed - for a five-year term. So you can see that this keeps one term expiring each year. And I think originally it was designed, perhaps, to keep local politics out. With a new mayor coming in - or new county commissioners - it would take three years for a new administration to get a majority on the board. Of course, this is no

longer important because at the last session of your state legislature, in 1969, the law was changed to permit the city or county administration to abolish housing authorities and put them, as well as urban renewal agencies, directly under the city.

In the case of regional housing authorities, all the commissioners are appointed for a five-year term initially. One comes from each county, so there is no need to stagger their terms to have one expiring each year. They are all appointed for a five-year term initially and reappointed - or a new member is appointed - for a five-year term.

Now in all cases when a commissioner resigns or dies, a new member is appointed to fill his unexpired term. This keeps terms expiring on a regular basis. It is really interesting for you to know that these commissioners serve without pay. They serve as a civic duty. They employ an executive director who administers the program (he's the top-salaried man), and he employs the necessary staff to administer the program.

The Low-Rent Public Housing Program is one that does not require matching funds from the city or the county - no matching funds. Most of our programs, as you probably know, require matching funds. The public body usually has to come up with one-third, and may be required to provide one-half. Public housing is one program that does not require matching funds in any degree. Now there might be some small cost involved to a city if, for instance, they have to run the water or sewer line down to a location where the housing is to be built. But as far as funds being necessary from the city or county for the planning or construction of public housing, it is just not required. HUD advances the money for preliminary planning the project. This is up to $400 per unit. If a housing authority builds 100 units, our initial advance to them for planning purposes is $400 per unit, or $40,000. Then we advance the funds for the

development and construction of the project. The housing authority then sells tax-exempt bonds - housing authority bonds, which are tax exempt, and repays us the entire amount that we have advanced. These bonds are generally sold by the time the project is completed, if the bond market is favorable. They sell these bonds and repay us the money we have advanced. Now HUD guarantees the repayment of these bonds, principal and interest, over a 40-year amortization period. This is why we stay in the picture. With our guarantee over a 40-year period that principal and interest are going to be paid, the authority is able to sell the bonds at a more favorable interest rate and also ~~to~~ get the long 40-year amortization period. ~~This is the extent of our subsidy for low-rent public housing.~~ Each authority has to always take in sufficient rental income to pay all of their operating expenses. Our guarantee is that these bonds will be paid off, principal and interest, each year as they mature.

The housing authority is a non-profit corporation. They will be wiped clean at the end of each fiscal year; and if they exactly break even, it means that over that 40-year period we would, in effect, pay the entire cost of the planning, development and construction of the low-rent public housing units.

In a location where you do not have a housing authority, your role would be to stimulate the organization of one. Under your North Carolina State law it requires a petition by at least 25 residents. This petition is filed with the city or county clerk, as the case may be, setting forth that there is a need for low-rent public housing in the city or county. Then the city or county clerk schedules a public hearing; he has to give at least a 10-day prior notice of such public hearing.

After this public hearing, if it is decided by the city council or the county commissioners that there is, in fact, a need for low-rent public housing, then they get on with the business of appointing the commissioners for the housing authority.

We have a package of forms in Atlanta that will assist the city or county in their organization of a housing authority. It includes all the necessary forms, etc., blank copies of formats to record minutes of meetings, organization transcript, by-laws, cooperation agreement, which I will talk a little about later, etc. We've got those forms in a package and will be happy to send them to any locality or county that is interested in organizing a housing authority.

pkg of forms to assist local officials in forming housing authorities

The first step after the creation of a housing authority is for the authority to enter into a cooperation agreement with the city or county, wherein the city or county agrees to provide the same services to residents of public housing as they provide for any other families in the community. The housing authority agrees to make payment in lieu of taxes to the ~~city or county~~ local governing body equal to 10 percent of shelter rental income, but not to exceed what ad valorem taxes would normally be. Now, contrary to what a lot of people believe and say about public housing being a burden to the taxpayers, ~~that~~ IT is just not so THAT they don't pay any taxes. It's true that housing authorities are exempt from ad valorem taxes. But under this cooperation agreement with the ~~city or county,~~ local governing body, they agree to make a payment in lieu of taxes. We call it ~~pilot~~ PILOT (payment-in-lieu-of-taxes), ~~which is 10 percent of shelter rental income~~. Now when I use the term "shelter rent," that means the amount remaining after the value of utilities or the cost of utilities have been subtracted from rental income. In other words, this means that if an authority takes in an annual rental income of $30,000 and the utilities, which are generally furnished by housing authorities, run $5000 for that year, then that leaves $25,000 shelter rent. Ten percent of this is the amount that goes to the city or county.

Now, the second step after the organization of an authority and after the execution of the cooperation agreement wherein the city also specifies

the maximum number of units the housing authority may build, is for the authority to file an application with HUD for a specified number of units.

After we receive the application asking for a specific number of units, the economic and market analysis division which we have will send someone to help the housing authority conduct a survey in the locality, to help determine just how many units are actually needed to begin with. After this survey has been conducted, then we issue what we speak of as a program reservation for a specific number of units. Now the housing authority might ask for 300 units; but after we help conduct a survey in the locality, it might be determined that a hundred units would be sufficient, to begin with, to see how the program goes. We definitely don't want to overbuild public housing in any locality. We would much rather underbuild. We would much rather an authority had a waiting list than have units sitting vacant.

When public housing units sit vacant, you get a lot of criticism from your real estate people and other citizens. So we like to underbuild rather than overbuild in any community.

Now, at the time that the application is filed with Housing Assistance Administration (I mention Housing Assistance Administration instead of HUD, and I guess I had better explain that under HUD, just as we have the Federal Housing Administration, we have the Housing Assistance Administration. This is going to be changed very shortly in our new organization, which the Secretary has under way. But right now it's the Housing Assistance Administration, and they administer the low-rent public housing program)- at the time the application is filed with the Housing Assistance Administration, the housing authority designates how they intend to provide this low-rent public housing.

There are three different methods that are being used now. For some 28 to 30 years, the only method we knew was what we call now the "conventional" method. But for the last couple of years we've had two other methods which we speak of as Turnkey methods and Section 23, Leased Housing. So, in filing the application, the housing authority designates which one of these techniques they are going to use to provide the actual buildings.

Let's suppose that the housing authority was going to provide this low-rent public housing under the conventional method. Once a program reservation for a given number of units has been issued, it is necessary to enter into a preliminary loan contract with our ~~department~~ agency. This preliminary contract provides up to $400 per unit for the initial planning of the project. Now, once they get this preliminary loan money, the housing authority is in a position to employ a director and an architect; and together they package a development program. Then this development program comes into Atlanta for our approval.

This development program details what the overall cost of these units is going to be. It has to be pretty much in detail. The architects these days are real helpful in helping to put the development program together. Once we approve that, then we enter into an annual contributions contract with the local housing authority. And it is under this contract that we are obligated for the 40-year period to pay off the bonds each year.

Now the monies under the annual contributions contract that we advance cover the total development and construction cost up to 100 percent, if necessary. Out of the first advance loan that we make to a housing authority under the annual contributions contract, they pay us back what we have advanced under the preliminary loan contract so that we have just the one loan outstanding. I might say here that in planning low-rent public housing projects, or developments, you can include space for community purposes.

They also include management and maintenance space. The size of the community space and management-and-maintenance space is geared to the number of units that are going to be built by the housing authority.

After we approve the plans and specifications that are developed under this annual contributions contract, then the local housing authority advertises for bids. And they have to award the construction contract to the low bidder. We have to approve the contract award. I might mention that, generally, while units are still under construction, the housing authority sells housing authority bonds and repays us all of the funds that we have advanced. Then when the units are completed, they enter what we refer to as the management and occupancy phase of operation.

Now the method that I have just discussed is the conventional method of providing low-rent public housing; that is where a housing authority employs an architect for the entire process.

You've heard the term "Turnkey", or maybe you've heard "Turnkey I", "Turnkey II", and "Turnkey III." These are new techniques that can be used in building low-rent public housing. They were designed to involve private enterprise more fully in the low-rent public housing field. Now, using Turnkey I, the housing authority follows the same procedures up to the point where they get the program reservation of units. Instead of employing an architect, they advertise for proposals from builders and/or developers. If they are going to build, say, a hundred units, they advertise for proposals for someone to build them. Turnkey is exactly what the term implies. It is just as it is when you or I find a lot and employ a contractor to build us a home; when he completes the home and gives us the keys, then we write him a check, or our loan company does, and then we take possession of the property. Under the Turnkey method the housing is owned by the housing authority, but they don't buy it until it

is completed, and we don't put up any money to the builder until that time. Then we write them a check for the full amount. Here again, we are obligated for 40 years to pay off the housing authority bonds just as if they had built under the conventional method.

Turnkey is a little different from the conventional method in that the housing authority does not have to accept the low proposal; they can select the best proposal that is within the monies allotted for the number of units in the project. Turnkey II is nothing but Turnkey I, but when the housing authority buys the project, they lease it back to private enterprise for them to manage as low-rent public housing. Now we do not have any of that in our region at this time. I think there is an experimental program going on up in New England somewhere. But there is none in our region at this time.

Turnkey III (now called HOPLIF - Homeownership Program for Low-Income Families) ~~is probably the best program we have ever had under public housing~~ is our newest program, and the second project under ~~Turnkey III~~ HOPLIF in the nation is being completed now in Raleigh. Some of these units are already occupied. You've got a few more under development and/or construction in Winston-Salem, Charlotte, Wilmington, and perhaps other places in North Carolina. The first one was down in Gulfport, Mississippi, also in our region, which was an experimental project originally. The ~~Turnkey III~~ HOPLIF project is handled the same way as Turnkey I, as far as the housing authority is concerned. The basic difference is that all the units under ~~Turnkey III~~ HOPLIF are built in individual homes rather in duplexes or multi-unit buildings. The reason for this is that under ~~Turnkey III~~ HOPLIF, the units are designed for eventual ownership by the residents. They lease them with an option to buy.

Actually, I could talk for a couple of hours on ~~Turnkey III~~ HOPLIF, so I'd just better hit the highlights. Under that program, while the units are under construction, the potential homeowners or occupants are being selected; and

they go through intensive schooling. They are schooled in better housekeeping practices, money management, food preparation, routine maintenance upkeep, etc., so that they will, in fact, be potential home owners. If they don't take part in these training schools, they are not permitted to move in. They've got to attend these training sessions, etc.

I'll use Raleigh for an example: Raleigh found it necessary to establish a minimum income limit there that would produce at least a $55 gross rent. Now gross rent means the value of the shelter plus the value of all utilities. In ~~Turnkey III~~ HOPLIF the utilities are purchased individually by each occupant directly from the utility company. And your North Carolina State law says that any family living in low-rent public housing with fewer than three minors in the family must pay no less than 20 percent of the net family income for rent; and with three or more minors in the family, they have to pay no less than one-sixth of their net family income for rent. This rent-income ratio includes all utilities, so we come up with the term "gross rent", which is the value of the shelter plus the value of all utilities. So if the housing authority does not furnish utilities, then they allow the tenants a monetary difference between gross rent and what we speak of as "contract rent." In Raleigh the estimate of the average cost for utilities per month is $20. Of a $55 gross rent, the family pays the housing authority only $35. The other $20 he retains to buy all of his utilities. So the housing authority, then, gets $35. Under Turnkey III the tenant performs all routine maintenance, like replacing window panes, screen wire, washers in the faucets, etc.; and for doing his own routine maintenance in Raleigh, he is allowed $14 per unit per month. He still has to pay the $35 rent to the housing authority, but $14 of it goes into an escrow account, so he builds up $14 a month in this account, which would be his down payment when he is able to buy the house. The other

$21 is what it costs to operate the housing in Raleigh. This covers administrative overhead, carrying the necessary insurance, making the payment in lieu of taxes, establishing a reserve to replace the major items of equipment, etc. But it takes approximately $21 per unit per month to operate on.

Now, in the case of Gulfport, Mississippi, and in Raleigh, they employed a large corporation to help in the selection of potential home owners and in the training of these low-income families. ~~They had to pay $85,000 each for this service~~. This training cost became a part of the development cost of the project. As I understand it now, at North Carolina State University - and I see some of the gentlemen sitting here who are working on this program, I believe - they are going to come up with a program which provides these services, etc., to housing authorities, that are going to cost less, hopefully, than what they have had to pay to this large corporation.

That briefly covers Turnkey I and Turnkey III (now HOPLIF) but to actually go into the details of ~~Turnkey III~~ the homeownership program would take a couple of hours; so I just wanted to hit the high spots.

I want to talk a little bit about leased housing, which is still another technique or method that can be used to provide low-rent public housing.

Under the leased housing program, also, we have three different methods which can be used. Originally, when Section 23 of the Housing Act permitted housing authorities to lease housing rather than build it or buy it, they could not have leased housing in any locality unless that locality had more than a 3-percent vacancy rate in their standard private housing. We soon found that condition did not exist in very many localities, so it was changed to permit housing authorities to negotiate with owners of substandard housing that could be brought up to standard. Under the leased housing program, housing authorities are only permitted to lease standard housing. So housing authorities were

permitted to give letters of intent to owners of rental property, which stated, in so many words, "If you will bring it up to standard, we will lease it from you for the economic rent." And there again, they would turn around and lease it - sublease it - to families of low income. I believe this method is the best part of the leased housing program, because you can kill two birds with one stone. You eliminate a unit of substandard housing and create a unit of standard housing in one fell swoop.

The housing authority could work closely with the code enforcement program in your locality. The building inspector could go by one day and slap a sign on the property saying, "Vacate it or bring it up to standard" or vice versa, "Bring it up to standard or vacate it." The housing authority can come along that same day and say, "Bring it up to standard and we'll lease it from you for the economic rent." The property owner might have been just getting, say, $40 a month for it as substandard housing, but as standard housing the economic rent might be $100. The housing authority could pay $100 when he brings it up to standard and then turns around and subleases it to a low-income family for perhaps the same $40. Generally speaking, it was envisioned that the owner of substandard rental property with a letter of intent could go to a lending institution and borrow the money to bring his property up to standard. The difference he gets in rent for it as standard housing from the housing authority would be more than enough to pay off what he has to borrow. Then you've got a good standard home instead of a substandard home.

The third method of providing leased housing is new construction. This was right popular at first because housing authorities were permitted to obligate themselves for 20 years. When they got a leased housing program, they would ~~advertise~~ ask for proposals from investors or developers for so many units. In other words, "If you will build us a hundred units, we will lease

the property for a period of 20 years." That period got cut to a maximum term of 10 years - I think possibly to help fight inflation. But ~~since~~ when the leasing period, or term, was cut to 10 years, it ~~hasn't~~ didn't make it really feasible for investors to get into a program like that when they can be guaranteed only a 10-year rental agreement. The 20-year period has since been reinstated. And then the high interest rates at this time, ~~it~~ have discouraged building to lease to housing authorities. ~~We are in hopes that very shortly we will be permitted to go back to the 20-year leasing term. And, Hopefully, interest rates will come down one of these days before long.~~

Under the leased housing program, the property owner still pays full taxes because he, and not the housing authority, owns the apartments. Therefore, he pays full taxes. There is no cooperation agreement required for leased housing programs, but the city or county does have to endorse the housing authority getting into that type program. There is also no 20-percent gap requirement for the leased housing program.

All the way back to the Housing Act of 1937, the Federal law provided that the highest rents that could be charged at admission in low-rent public housing had to be at least 20 percent lower than available standard housing rentals on the private market. We speak of this as the 20 percent gap requirement; and this is designed to insure that public housing will never be in competition with standard private housing. I generally make this point even through there may be some real estate people here. Public housing is never in competition with standard private housing. But right from the original Housing Act of 1937, the aim of which is a decent, safe and sanitary home for every family, we have been in direct competition with owners of substandard rental property. In fact, we are in business to put them out of business, so that everyone can eventually have a ~~fine~~ decent home or apartment.

Under the North Carolina law, after your low-rent public housing units are completed (I have mentioned already that a certain rent-income ratio is required), families with less than three minors have to pay no less than 20 percent of their net family income for rent and families with three or ~~four~~ MORE minors have to pay no less than one-sixth of their net family income. We have to approve their rent schedules, primarily to insure the solvency of the project. In other words, it's got to take in sufficient rental income to pay all of the operational expenses. So we approve the rent schedule, which establishes a minimum rent and sometimes a maximum rent. We also have to approve the income limits for admission and continued occupancy established for housing authorities. This is how we control the 20 percent gap required under Federal law. In other words, income limits are set by the size of the family. Generally speaking, a single person in North Carolina can make about $3000 and still be eligible for public housing. And from these income limits, when you apply your rent-income ratio, you can see that we can control the 20 percent gap and make sure that the highest rent that can be charged at the admission of a family would be at least 20 percent below private rents. Here again a survey is made in the locality to determine what the income limits should be.

We also have to approve the operating budget each year to make sure that the housing authority is going to remain solvent. In this operating budget they forecast what the rental income is and what the operating expenses are going to be. If there is no net income at the end of each year, the Government, through HUD, would wind up paying the entire cost of planning, developing and constructing the project. At the end of each fiscal year, if there is any net income, the housing authority contributes that much towards paying off the bonds. If the annual debt service payment is, say, $40,000 a

year and the housing authority should have $10,000 in net income, they would pay $10,000 to the fiscal agents and we would pay the other $30,000. So you can see that a housing authority is wiped clean at the end of each fiscal year except for some operating reserve that they are permitted.

There has to be a minimum rent in public housing, below which no one can be housed, in order to insure the solvency of the project. A lot of folks say, "Well, this family has no income. Why can't they be housed at no rent?" Well, the fact remains that he has to have income to clothe and feed themselves and they have to be able to pay at least the established minimum rent. I'll give you an example of why we have to have a minimum rent. If the housing authority had to average $40 a month per unit to cover operating costs and they did not have an established MINIMUM rent, if they took in somebody at no rent, then they would have to take in a family at an $80 rent to maintain an average rent of $40. A minimum rent, such as we are now advocating, should be no more than $10 a month below what their average rent has to be. If they need $40 to operate on, we would suggest a minimum rent of no less than $30. This still means that for every $30 renter they had, there would have to be a $50 renter to offset. We've got to have a rental average sufficient to cover the average operating cost in order to stay in business.

I believe I have about used up my time, so I'd better bring this to a close. I believe we are supposed to leave a little time for questions. I will be glad to try to answer any questions any of you may have at this time.

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Making Public Housing a Good Neighbor

W-S-J 2/14/72

By I. D. Robbins

In the mid-fifties, during a crisis of management in the New York City Housing Authority, Mayor Wagner called on the late William Reid, who had rescued numerous agencies during his long career in city government, to pull the authority together. Mr. Reid hired Madison Jones, housing secretary in the national office of the NAACP, to be the authority's Director of Intergroup Relations.

The two men believed that the so-called "color blind" policy of the authority was creating slum conditions, preventing blacks and Spanish-speaking people from entering the main stream of community life. Instead, they favored "balanced" black-white housing projects, and the civic leadership of the city supported them. Integration was the progressive approach in those days.

But the new policy did not succeed. Due to the growth of the black and Puerto Rican population, their large numbers within the poverty bracket and the effect of the "tipping" phenomenon (a higher ratio of blacks than is acceptable to white residents) in causing whites to vacate, low-cost housing tenancy in New York City has increasingly become black and Puerto Rican.

Denials aside, this is probably at the heart of the uprising in Forest Hills, Queens, where a white, middle-class, largely Jewish community is using militant methods to resist public housing.

The Forest Hills issue also involves the size of the project. Poor people have problems: lots of poor people in one project have lots of problems. Big projects are a big problem. To put it another way, three problem families in a 100-family apartment house can be tolerated; 30 problem families in a 1,000-family development require a special police detail.

From this understanding came, early in Mayor John V. Lindsay's administration, two answers, "vest pocket" housing and "scatter-site" housing. This means not too many problem families in one place; not such a big project as to create a new segregated slum. Hundreds of small sites in the city were suitable for up to 200 families and it was hoped that integration could be achieved with a minimum of resistance.

Unfortunately the bureaucrats and politicians were unable to adapt to new programs. It became just as hard, and on a unit basis much more expensive, for the agencies to process a 100-apartment project as to process one of 1,000 apartments. There was just as much legal work, proportionately higher architectural and engineering costs, as many public hearings and as much frustration and aggravation.

Lack of Leadership

Strong municipal leadership might have put together as many as 20 small apartment buildings of one basic design on scattered sites, obtained approval for them as one project from the state or federal government and various city bodies and bid and let them as one contract. But this was not done.

Ideally, the poor should be encouraged to live like the not-so-poor, without excessive supervision. But if public housing is to be huge concentrations of problem families as well as of poor people's problems, it becomes necessary to saturate the big projects with costly non-housing services.

In recent years, public housing authorities have been beset with a fashionable social attitude that affects their ability to manage property and maintain standards. Often, otherwise quite moderate persons in the civic leadership (who don't, however, have to live alongside of anti-social neighbors) insist that housing authorities must not reject families even if such families are known to cause harm to their neighbors. As a result it is hard to screen out tenants who are likely to be a source of difficulty or evict them once they are in. Some housing authorities today are giant social-work agencies, not suppliers of shelter. The New York City Housing Authority has 1,585 police officers on its payroll and provides free counseling, child care and recreational and other social services.

The forced acceptance of the community's dropouts has probably hurt public housing's reputation. And those who insist that housing authorities be all-encompassing welfare agencies are often the very ones who complain about the institutional character of public housing.

If the pendulum has swung too far in the direction of aiding the problem families, redefining "problem families" might help. It should mean those who impose harmfully on their neighbors, including those who steal, engage in prostitution, commercial gambling or other vice; commit acts of vandalism or permit their children to commit them without voluntary payment for damages or, in general, grossly offend reasonable standards for living in an apartment house. A good test would be what neighbors themselves are willing to tolerate (not what outsiders think is acceptable conduct).

The Problem Family

Families with problems, as opposed to problem families, need not be proscribed, for they do not necessarily inflict their problems on their neighbors. Thus, a well ordered family of a mother and even several children without resident father is no menace, whereas a regular family with a drug addict son who steals from neighbors may be intolerable.

Skillful screening of applicants may be only half the battle. The other half is the ability to evict. Unfortunately, today many New York City judges will not permit eviction no matter how aberrant the behavior of tenants.

There are many large, low cost, public housing projects in middle-class New York City communities today that do not have neighborhood problems. One of the best examples is Marlboro Houses, a New York state subsidized project in Brooklyn. It contains 1,765 apartments, more than twice as many as the Forest Hills project, and its residents are regarded as good neighbors.

Marlboro Houses was built in 1958, when community resistance had not yet become the pattern. When construction was almost complete, the Housing Authority invited area residents to visit the project and treated them in a warm, hospitable manner. Of the original tenants of this low-income development, 93% were white, reflecting the eagerness of eligible neighborhood residents under favorable conditions to avail themselves of public housing. Thirteen years later the project is 80% white, an approximation of the white ratio in the city.

The Marlboro experience seems to suggest that there is adequate discretionary power built into the Housing Authority's tenant selection methods to produce and maintain a workable mix in even a very large project. It also means that if Simeon Golar, the chairman of the New York City Housing Authority, wants to fulfill his promise to make Forest Hills a model of a good-neighbor setup, he can probably do it. He can favorably involve the neighborhood by taking a significant portion of the tenants from the area. These could easily be found among the senior-citizen hardship cases. While it would be unthinkable to discriminate against blacks and Puerto Ricans, it would be easy to concentrate on stable families without regard to their color or ethnic background. This would not offend black and Puerto Rican tenants who are desperate to escape from the slums and who don't want dope peddlers and addicts as neighbors any more than whites do.

Governmental Displacement

About 15,000 New York City families are now on the list of those to be displaced by governmental action. Next to former site tenants, these families have the highest priority for public housing. With more than 160,000 apartments under the direct control of the Housing Authority and additional thousands under the control of the city's Housing and Development Administration, these displacees could be distributed widely and not used to fill up new projects as they are completed.

To assuage the powerful interest in social experiments and rehabilitation, consideration should, perhaps, be given to housing "problem" families in separate projects and saturating those projects with professionally administered social services rather than seeding such families without special aid among more normal families.

A small federally subsidized development of 250 families, also in Brooklyn, is indicative of what can be done to avoid the Forest Hills kind of problems. This development, named after William Reid, was built in 1969 in a partly middle-class black community of homeowners. Fifty per cent of its original tenants were black, almost all former area residents. As a small project it has no need for full-time authority police, nor does it have the typical Housing Authority complement of managers and assistants. It has blended nicely into the neighborhood. If there are problems, no one can say they are related to public housing which, based on this example, is regarded in the community as just another, better, cleaner, safer place to live.

Only the costs and the frustrations of the bureaucratic process stand in the way of building many such small, conventional developments, or better yet, converting hundreds of acres of abandoned tenements to family sized row houses and duplexes, 30 to an acre, costing half the price of high-rise buildings and operated without the typical public housing bureaucracy. Under such conditions low-income families could develop pride in their neighborhoods and New York could again believe the future of slum families is not hopeless.

The Forest Hills community attitude may not be right or nice, but it challenges us. Can we not, without discrimination and without concessions to the vigilante spirit, do a better job of bringing about enough better and fairer housing?

Mr. Robbins is a trustee and past president of the City Club of New York.

: Many in U.S. ew Blame Nixon

affected them to any great degree are in upper-income groups. For example, Daniel Lewis, vice president of Chesapeake Corp. of Virginia, says the guidelines haven't "trounced on my income" despite the fact that he got less last year through profit-sharing (because profits were lower; profit sharing isn't covered by guidelines).

"If I wanted something, none of the guidelines would have deterred me," Mr. Lewis says. He adds, however, that "the effect of the controls means that I can't substantially change my pattern of life." He intends, he says, to keep his family's living standards "status quo," for the duration of the controls.

When the controls will be removed isn't known—except, perhaps, in the highest political circles. About half (50.1%) of the Trendex group said they believed controls would be ended before the November elections. However, the same percentage of respondents said they weren't in favor of setting a deadline for the termination.

Mr. Yates & Miss Brown

Journal interviewees have differing opinions on the deadline subject. "I don't think a deadline is fair, but I do feel the controls should be lifted soon," says Ralph J. Yates, a 56-year-old registered Democrat who owns his own automotive supply company in Austin, Texas. Mr. Yates, who says he often votes Republican, adds that controls were "the right thing at the right time." He sums up: "You're damned right that Nixon slowed inflation down."

Amanda Brown, however, says "it would be advisable" for the President to remove controls prior to Election Day. "I think it would be advisable to take them off and see what the reaction would be," says Miss Brown, a 28-year-old account executive with an Atlanta public relations firm. "He (Mr. Nixon) ought to let people's wages go up and let that be a stimulus to the economy."

Like many other Americans, Miss Brown says the controls "have had virtually no impact whatsoever" on her personal life. She adds, however, that she thinks the President "was right in attempting to control our economic explosion, mainly inflation. I think the economy needed a settling-down period, and these controls have given some stability to the dollar and to our whole economic system."

Miss Brown describes herself politically as "an independent. I get involved with individuals, not parties." She says she hasn't yet decided how she'll vote in November. And, of course, she isn't alone. In the Trendex survey, for example, 25.4% of the respondents said they didn't know how they'd vote in this year's presidential election, and an additional 5.4% said their vote would depend on who is running.

Most Trendex respondents, however, said they'd already made up their minds. In this group, the largest number—29.3%—said they planned to vote for the Democratic candidate; 24.7% opted for the Republicans; 9.2% said "other"; and 1.1% said they didn't plan to vote at all.

(In the Trendex survey, 46.7% of the respondents said they generally considered themselves Democrats; 29.7% said they generally considered themselves Republicans. In the last presidential election, however, 34.3% said they voted Democratic, and 36.2% voted Republican.)

Political Impact

Coca-Cola Develops Less-Expensive Way To Train Employes

* * *

System, Also Used for Bottlers, Doesn't Require Instructors; Video Cassettes Key Item

By a WALL STREET JOURNAL *Staff Reporter*

ATLANTA—Coca-Cola Co. said it has developed a new and less expensive way to train employes and bottlers. The system doesn't require any instructors, and the student can learn at any speed he wants.

The system consists of color television receivers, color video cassettes, audio cassette "response" devices and individual workbooks. The video cassettes have a variety of programs, ranging from lessons on how to purify water to instructions on how to prepare a sales presentation to Coca-Cola dealers, a Coca-Cola spokesman said.

The system "will represent an investment of approximately $2 million in 1972 by the company and Coca-Cola bottlers," the spokesman said. It is expected to be installed and in use in about 200 locations in the U.S. by year-end. The system was developed "with the cooperation of Sterling Institute, Teletronics International and Sony Corp. of America," he added.

"We believe that implementation of this system will result not only in significant savings in training costs, but also significant increases in productivity and employe morale," J. Paul Austin, chairman, said. Exact figures on estimated savings weren't immediately available.

General Capital Unit, Two Officers Accused Of Antitrust Violations

By a WALL STREET JOURNAL *Staff Reporter*

WASHINGTON—General Capital Corp. said criminal antitrust proceedings have been filed against its subsidiary and two officers of the subsidiary.

Garry F. Connell Jr., General Capital president and chairman, said the grand jury of the circuit court of Rock County, Wis., indicted Cenco Piping Corp., Janesville, Wis., a division of General Capital's General Energy Systems Corp. subsidiary, for allegedly conspiring to violate Wisconsin antitrust laws in connection with bidding practices and restraint of competition.

Mr. Connell said that also named in the indictment were Edward A. McGavock, General Energy Systems president, and Michael Karp, president of Cenco Piping, as well as five other individuals, eight other mechanical engineering firms and the Southern Wisconsin Plumbing and Heating Association.

The indictment alleges the antitrust conspiracy began in 1962 and existed through Nov. 10, 1971, Mr. Connell said. He added that General Capital is investigating the situation to determine what action to take. Maximum penalty under the indictment is $5,000 or imprisonment for five years, Mr. Connell said.

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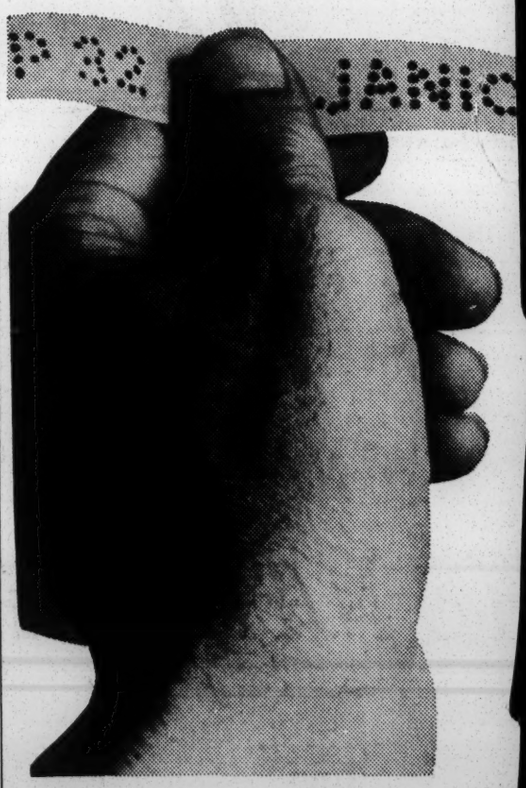
After all, they're probably takin more profit out of your inves ment than you are. Up to 50% more, in fact.

It's undoubtedly your singl biggest, most expensive profi problem.

In fact, recently the Presiden of a major retail concern was em barrassed when a stockholde pointed out that shoplifters ha reaped greater returns — at th company's expense — than man agement had produced in divi dends and retained earnings.

But, on the other hand, to 32 o America's top 50 retail organiza- tions, fighting them effectively has



MEMO FROM THE DESK OF:

Lynn Bowker

Public Housing

12.5.72

Art Campbell -- Housing Task Force

F.Y.I.

states are also talking about joint assaults on credit bureaus, mobile home park operators, and nursing homes.

The meeting was called by the antitrust committee of the National Assn. of Attorneys General. It is a longstanding committee, but its new chairman, Virginia's attorney general, Andrew P. Miller, is breathing new life into it. "A far larger number of states are developing competence in this field," Miller says. He is making the group into a device that will enable antitrusters in one state to draw on investigation results and courtroom techniques tried elsewhere.

The surge in state antitrust activity stems from at least three sources:

- The political popularity of consumerism.
- The personal drive of a crew of young lawyers now working for state attorneys general.
- The lucrative recovery possible for state treasuries when the antitrusters can show that, as purchasers of goods, states have been forced to overpay because of conspiracy among sellers. (A Michigan assistant attorney general, Maxine Virtue, told the meeting that over the past 12 years her staff has collected at least $500,000 a year and often as much as $1-million through antitrust damage suits.)

Michigan has recovered millions through antitrust damage suits

The suits. Such damage suits are brought in federal court, usually as class actions. Currently the states are aiming for a Feb. 13 trial on their efforts to force all U. S. auto makers to recall older cars now on the road and fit them out with antismog devices. They also have pending a case against car manufacturers that charges that abolition of fleet discounts raised the cost of police cruisers by as much as $1,000. And they have brought actions against drug makers, concrete pipe producers, makers of wall board, and asphalt producers.

Beyond the federal actions, the state antitrusters are reaping benefits by dusting off some old state laws. In New Hampshire, for instance, Assistant Attorney General Howard B. Myers is preparing to attack arrangements, common in the Granite State, under which retailers divide up a rural district and refuse to sell to customers who live in another merchant's territory. And Pennsylvania is putting together a case against the oil companies that lease stations on its turnpike. The lease says they are to sell at competitive prices, but Assistant Attorney General Peter Brown says that gas pump prices are usually 4¢ per gallon above those of surrounding areas. ■

URBAN AFFAIRS

Housing - Fed

A threat to dump public housing

Earlier this year the St. Louis Housing Authority ordered the dynamiting of part of the enormous Pruett-Igoe complex to scale down the size of the project. Last week, the authority voted unanimously to dump Pruett-Igoe, the rest of the city's public housing, and some 25,000 residents into the lap of the federal government. Whether or not the authority follows through on its threat, which some Washington officials decry as a pressure tactic, its action dramatically underscores a growing financial crisis gripping public housing in the nation's big cities.

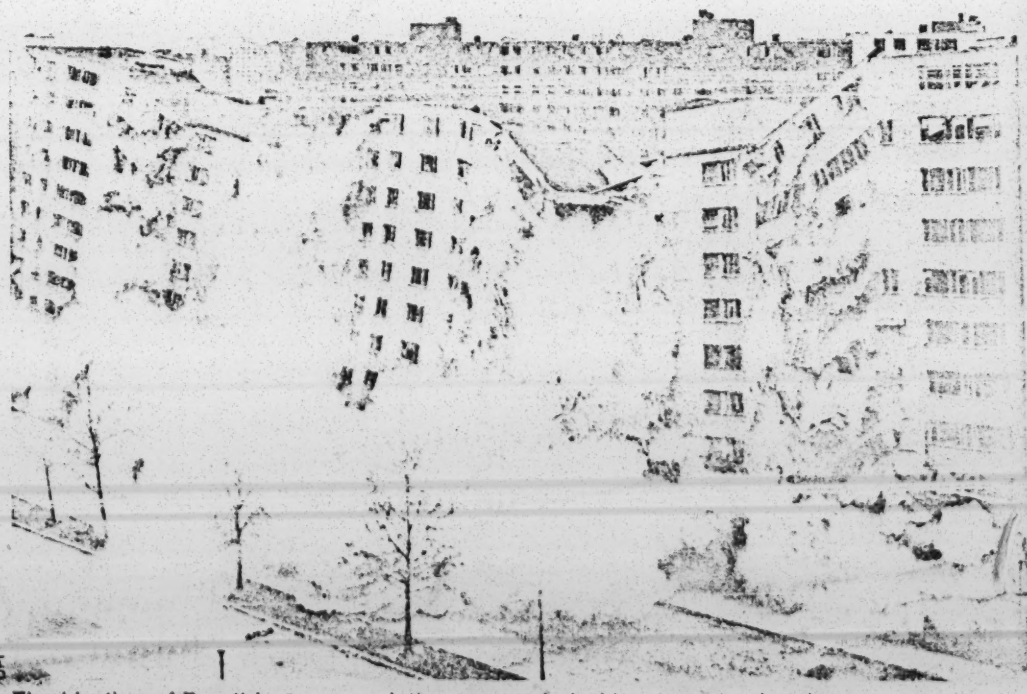
According to the National Assn. of Housing & Redevelopment Officials, an organization of some 2,000 housing authorities operating projects with 1-million units, "five major authorities face imminent bankruptcy and 20 more will be insolvent by the end of the year." Cities with the worst difficulties, says the association, are Chicago, Cleveland, Detroit, Kansas City, Minneapolis, Newark, New Orleans, New York, Philadelphia, San Francisco, Washington, and St. Louis.

"In another year," the association goes on, "one-fourth of all public housing—40 authorities managing 250,000 units—will be unable to pay their bills." Under these circumstances, it will not be surprising to find other housing authorities starting to emulate the action of St. Louis.

Case of nerves. Reinforcing the nervousness of local housing officials is the knowledge that the Nixon Administration is planning to impose a ceiling on the subsidies that Washington pays for the cost of operating public housing projects. These operating costs have been met by rental revenues for decades, but in 1969 Congress put a limit on how much housing authorities could charge tenants and ordered the Housing & Urban Development Dept. to subsidize any deficits between costs and revenue from rents. Such deficits have soared to $320-million in fiscal 1973, and housing officials are now worried about how much they will receive in subsidies from the Administration.

This year, for the first time, the Office of Management & Budget and HUD are working on a formula "to insure an equitable distribution of funds." In prior years, subsidies were negotiated between HUD and individual housing authorities, but some public housing people fear that the Administration plans to turn back their financial problems into the laps of local officials. Under one plan, federal officials reportedly would tell local housing people that if allocated funds failed to meet public housing expenses, they would be required to make up the difference from such other federal grants as revenue-sharing or model cities funds. And cities have other plans for this money.

The housing officials find new fuel for their worries in the fact that Congress has already had to raise operating subsidies once this year. And total spending for public housing has risen dramatically in recent years, from only $370-million in fiscal 1969 to a current $1.4-billion. ■



The blasting of Pruett-Igoe: one solution in a period of imminent bankruptcy.

11.25.72

building institution that will encourage Americans "to amount to something." However, we must wait and see who is to be kept lean and hungry, who is to get the cottage cheese and who the cake. It's evidently cake for the military, since Mr. Nixon says that "in terms of the hardware of defense, in terms of the military personnel in defense, the cuts that can be made are certainly minimal." And we guess it's cake with frosting for General Motors and Standard Oil of New Jersey; there's no suggestion they're too bloated. Nevertheless, if the President can arrange jobs for the 3,340,000 Americans who are looking for work and can't find it, he can help them become self-reliant and "carry their share of the load."

If he persuades the industrial polluters to clean up, they also will have "a new feeling of responsibility." And while it's risky, cholesterol-wise, the President could put more on the plates of the 5,303,000 families whose incomes are below the poverty line, and thereby "reinstill some of the faith that has been lost in the sixties."

Open Land Or Open Housing?

Housing – Gen

Last year, the outlying farm county of Loudoun, Va., just outside the Washington, DC area, refused to allow the Levitt Corporation to build a 4200-unit housing complex, though the county leaders admitted that it was one of the finest plans they'd seen. Howard County, Md., the site of the new town of Columbia, said no when the Marriott Corporation proposed to build a Disneyesque recreation center there. A candidate for chairman of the Fairfax County, Va., Board of Supervisors took out newspaper ads headlined, "I simply won't allow big developers to go on getting rich at taxpayers' expense." The ad blamed increased property taxes on too-rapid development and said, "It's about time we controlled growth in Fairfax County." She was the only Democrat to win in that county. In neighboring Arlington, Va., the independent candidate for the county board characterized his Republican opponent as a tool of the real estate developers. The independent's campaign stressed, "We must control growth before it controls us." He won.

Voters in Colorado turned down more money for the 1976 Winter Olympics partly because of the new development the games would bring. Their allies in Oregon are more blunt: "Save Oregon for the Oregonians," their bumper sticker reads. A *New York Times* headline says, "Sewers in Rockland [NY] Are Fought As Harbingers of Urbanization." The major opponents of the sewers, usually thought of as aids to ecology, were a conservation group. San Franciscans put the future of high-rise buildings on the ballot and lost, but a recent decision of the California Supreme Court requires state and local governments to make complete environmental impact statements on any private construction projects that may have a "significant" effect on the environment. The city fathers of Toronto, Canada are questioning the need for some high-rise apartment buildings, which were found to cost more in services than they contributed in taxes.

The conflict between environmentalists and developers has become commonplace. What's new is the impending clash between ecologists and civil rights activists who want to build low-income housing. Previously the same "liberals" who could be counted on to oppose a highway because it would destroy a park could be counted on in the fight for open housing for low-income families. What happens, though, when the housing advocates want to put a federal housing project on a park site?

Aileen Hernandez of the National Committee Against Discrimination in Housing, told the House Civil Rights Oversight Subcommittee last year of "the misuse of legitimate ecological concerns by some groups opposed to the development of low and moderate income housing and housing for racial and ethnic minorities. Increasingly, housing programs are being challenged by ecologically-oriented groups in concert with old-style racial bigots." She cited environmental groups as the prime movers behind building moratoriums in California. Ecological activists were responsible, she said, for an ordinance in Contra Costa County, California, requiring a 500-square foot green area for each new building unit—"a provision which will substantially increase the cost of multiple unit housing and virtually foreclose the possibility of low to moderate cost construction."

One of the most interesting examples of the ecology/housing conflict came last May in a decision of the New York Court of Appeals, the state's highest tribunal, involving the town of Ramapo, a rapidly growing suburb north of New York City and west of the Hudson. Ramapo decided that all multi-family residential development had to receive a special permit before construction could begin. The permit would be granted only if the development had five essential facilities or services: sanitary sewers, run-off water drainage, parks and recreation facilities, roads and firehouses. The town developed a comprehensive plan that programmed these improvements over an 18-year period. If a developer could not meet the requirements, he would have to wait, perhaps as long as 18 years, or he could install them himself. The system was challenged by a property owner seeking to develop his land, and the local builders association. A lower court upheld the ordinance; an intermediate appeals court overturned it; then the court of appeals reaffirmed the

New Rep Housing Gen

validity of the ordinance. A majority of the court found that the Ramapo ordinance, contrary to the charges of the builders and civil rights activists, was not exclusionary. Ramapo, it said, "asks not that it be left alone, but only that it be allowed to prevent the kind of deterioration that has transformed well-ordered and thriving residential communities into blighted ghettos." Far from being exclusionary, the Ramapo system seeks, through sequential development and timed growth, "to provide a balanced cohesive community dedicated to the efficient use of land." The lawyer who drafted the Ramapo ordinance, Professor Robert H. Freilich, now of the University of Missouri-Kansas City Law School, has defended it by noting that Ramapo is still growing at a faster rate than the rest of the state. He stresses the extensive planning involved and notes that Ramapo is the first suburban town in New York to voluntarily develop integrated low-rent public housing—over the objection of thousands of citizens, some of them, no doubt, in the ecology wing.

Some of the arguments against the Ramapo decision were made in Judge Breitel's dissent. The requirements in the town ordinance reflect "a parochial stance" and show no regard for the ordinance's "impact on the region or the state, especially if it becomes a valid model" for other towns. With American society at "a critical crossroads," he said, a single community cannot isolate itself for a whole generation. "Ramapo would preserve its nature, delightful as that may be, but the supervening question is whether it alone may decide this or whether it must be decided by the larger community" of the state.

The Ramapo decision will continue to be debated, as will the issue of open land versus open housing.

Robert Cassidy

MR. CASSIDY *is a Washington free-lance writer and a frequent contributor to* The New Republic.

PITTSBURGH POST-GAZETTE 8-23-67 (1.)

THE PUBLIC HOUSING DILEMMA

Rising Land Costs Quenched Zeal

First of three articles.

By INGRID JEWELL

Post-Gazette Washington Correspondent

WASHINGTON, Aug. 22—In 1937, Congress legislated a public housing program to try to eliminate slums.

In 1967 riots occur across the nation, a major cause of which probably is the entrapment of poor families in slum housing.

"Public housing has been a failure," Mayor Joseph M. Barr of Pittsburgh broadcast on a nationwide television hookup, despite Pittsburgh's 9,200 occupied units, and a lot more in the pipeline.

"We are strangled by Washington red tape," laments Alfred L. Tronzo, Pittsburgh Housing Authority head.

"Public housing has not been 100 per cent successful," suggests Rep. William S. Moorhead, D., Pittsburgh, politely to Housing Secretary Robert C. Weaver.

But Weaver shoots back, "neither has it been a 100 per cent failure, as its enemies would have you believe."

The Census Bureau is so unkind as to suggest the number of substandard dwellings remains about constant, deterioration keeping pace with construction. Negroes in the riot cities tell pollsters about rats.

Edward W. Brooke, Massachusetts' Negro U.S. senator, blames public housing's slowness for the riots.

So what has the Public Housing Administration, now rechristened the Housing Assistance Administration, been doing for 30 years?

It has, for one thing, produced 654,118 dwelling units which are now under management. And it had, for another, cleared many acres of slums before the 1949 Housing Act created a special agency for that purpose: the Urban Renewal Administration.

But perhaps most important, the old Public Housing Administration has served as a lying-in hospital for the births of social consciousness and responsibility for low-cost urban shelter.

It has changed greatly, in the 30 years —and quite obviously it needs further changing now.

It started out in the big Depression to substitute good housing for bad, and, as an important by-product, to produce construction jobs. The 1937 pattern, amended, is still the Public Housing Law.

Local housing authorities build low-rent accomodations, operate and maintain them out of the below-commercial rentals, and pay off the long-term bonded indebtedness with federal subsidies. Rents are scaled to tenants' ability to

(Cont'd on Page 7, Column 1)

(Continued from Page 1)

pay. And at least one unit of slum housing must be demolished for every unit of public housing built.

At first the new dwellings were multi-family apartment buildings — walk-ups, and hence seldom higher than three stories. Families with children were given preference. Usually there was a playground in the capacious back yard then available at moderate land costs.

But land costs rose; and then came the high-rise apartment houses with elevators. they were still designed for families with children. Not ideal, the housing authorities admitted. But land costs were mounting, waste land was disappearing from the market, and a high-rise gave more house for the buck.

Row Houses Stressed

Today housing authority directors are agreed children should live in row houses, whenever possible; in low, walk-up apartments when necessary.

Thomas W. Fletcher, the new head of the Housing Assistance Administration in the Federal Department of Housing, is trying to undo some of the mistakes of the older high-rise family buildings by encouraging local authorities to convert apartments on alternate floors to play rooms. By walking up or down one floor, a child would have play space.

Congress has been groping its way ahead. It used public housing to shelter defense workers in World War II. It became aware of the acute need of elderly and the physically handicapped for low-rent accommodations, and authorized their inclusion as tenants.

The local housing authorities, pressed for sites, opposed by neighborhood groups who fear depreciation of real estate prices if public housing comes to their area, have taken on "housing for the elderly" with relief. High-rise apartments are the cheapest to build. And old folks like elevator buildings. What the authorities save on building high-rise apartments for the elderly, they can spend on row houses for families.

Dilworth Took Lead

About 1958 Philadelphia's Mayor Richardson Dilworth persuaded Congress to permit local public housing authorities to buy old buildings, either single-family or multi-family, and rehabilitate them for low-rent public housing.

Dilworth thought there would be social as well as financial advantages to this method. It was not a good idea, he felt, to concentrate families which, for one reason or another, were impoverished, where they were in effect segregated from the more successful part of the population.

After that innovation came such new ideas as rent supplements (administered by FHA) where the federal government pays part of the rent of a poor family living in privately-owned housing. Subsidized interest rates were authorized to permit non-profit organizations to build housing for low-rent tenants. And finally, "turnkey," where private builders contract with the public housing authorities to construct the sort of housing required on sites owned by the builders. The buildings are sold to the authorities after they are completed. Because the builders can acquire land with less delay than public agencies, housing is usually obtained more quickly this way.

The federal policy is moving in the direction of private enterprise. The President's most recent suggestion would carry "turnkey" one step farther, and permit private business to manage public housing as well as build it. The federal government would audit and subsidize.

A related development is Congress approval of loans and grants to low-income owners or of slum property, or deteriorating property, to rehabilitate it and so benefit the neighborhood and stabilize the population. This relatively new program has channeled 23 such grants into Pittsburgh for a total of $32,278.

'Stabilizing' Opposed

"Stabilizing" the population, that is, enabling people to continue to live where they have been living, is not accepted enthusiastically by some civil rights organizations. They say stabilization promotes segregation. They much prefer open housing, so Negro families can live wherever they choose within the limits of their pocketbooks.

The public housing officials are all for open housing legislation. But they point out many people want to stay where their friends are, and their churches, and their pet activities.

Tronzo's troubles in Pittsburgh include sniping by some civil rights organizations. The anti-poverty workers are after him because he wants to build another high-rise apartment for the elderly on the edge of an all-Negro neighborhood. The anti-poverty people say this would intensify the "ghetto." Tronzo replies that old Negroes, like old everybody else, prefer to live in neighborhoods they know. But the project is held up by this controversy.

* * *

Tomorrow—Public housing must make adjustments.

8-24-67 (2.)

The Public Housing Dilemma

'Development' Costs Creating Resistance

(Second of three articles)

By INGRID JEWELL

Post-Gazette Washington Correspondent

WASHINGTON, Aug. 23 — Public Housing, in its 30 years of life, has had to adjust to many changes.

Sites have been increasingly hard to find.

The type of families housed has changed in some cities from the temporarily impoverished, middle-class tenants of the Depression to the chronically-impoverished, poorly-educated migrants displaced from southern agriculture.

And building costs have sky-rocketed.

In the 1937 law, and in each amendment since, Congress has set a maximum cost per room for public housing. The 1965 amendment, under which the agency now operates, sets $2,400 per room as the national ceiling, for family units; $3,500 per room for housing for the elderly where such special features as non-skid floors run up the cost. The law also permits a $750 additional payment in "high cost areas," of which Pittsburgh is one. Most big northern cities where labor is unionized, are high cost areas.

These per-room ceilings are the only dollar ceilings Congress stipulates. The law plainly says these ceilings apply to "construction and equipment, excluding costs of land, demolition and non-dwelling facilities." Bathrooms are not counted as rooms.

So in Pittsburgh, the congressional ceiling for a living room, bed room, kitchen and bath apartment would be

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three times the sum of $2,400 and $750, or $12,450.

Administratively, the housing agency has established "total development cost" ceilings, which vary from city to city. In Pittsburgh $20,000 is currently the total development cost ceiling for public housing units, regardless of their size and regardless of whether they are in high-rise apartments where little land is needed, or in row houses where a lot of land is needed. The agency insists that this total development ceiling shall include land development, even if that involves demolition and replatting, and installation of utilities and streets.

Pittsburgh is not the hardest hit city. Newark, N. J., where building costs are even higher than in Pittsburgh, has a total development cost ceiling of $17,500 for conventional family units. These ceilings, being administratively set, appear to vary at the whim of the regional public housing director.

Unfairness Seen

Thomas W. Fletcher, the new agency head in Washington, sees the unfairness of this.

"If they can come down here and make a case, they can have more money," he says.

But the agency men fear the wrath of Congress. To a congressman from a non-union area, or from a rural area, $20,000 sounds like a lot of money to spend on each apartment in a multi-apartment project, even if street paving is included.

Ernest Bohn, the Cleveland Housing Authority head, who authored the Ohio state housing law several years before the Federal law was enacted, has much sympathy for the housing agency in Washington.

"They have to have a cost limitation," Bohn says, "else the program would run away." But he thinks housing authorities should have considerable autonomy, and if land development is very costly, the local men should be allowed a suitable escalation.

"Twenty thousand dollars is a good place to start," he says.

Tronzo Agrees

Bohn and Alfred J. Tronzo, of the Pittsburgh Housing Authority, are agreed on one needed amendment to the law: The Housing Assistance Administration should be allowed the same privilege to "write-down" land costs as the Urban Renewal Administration enjoys.

The law permits URA to spend whatever is necessary on acquiring property, demolishing the old buildings, replatting, bringing in utilities, laying out streets.

When URA sells the redeveloped land to a new private user, usually the sale price is less than the redevelopment cost. But URA is permitted to sell at a loss, which is called "write-down." The Federal government's subsidy to URA takes the form of paying two-thirds of this loss. The other third is paid locally.

If the Housing Administration were allowed to take a "write-down" in cases of particularly expensive land acquisition costs, there would be no problem keeping inside a $20,000 ceiling, Tronzo and Bohn agree.

Fletcher, still very new at the job, working hard and anxious to experiment where his superiors and Congress will permit, has suggested that the URA could expeditiously serve as land provider for the Housing Assistance Administration. Then the project would benefit from URA's privilege of "write-downs" and from HAA's debt service subsidy. But he hasn't got the plan cleared yet.

Tronzo does not want this arrangement. He prefers to acquire his own land. He says URA is a suitable instrument for acquiring large areas of land. But public housing, as Tronzo sees it, should be free to acquire small blocks of land, to erect a few row houses here and there in the city. HAA can do this more efficiently than can URA, he thinks.

The Pittsburgh Housing Authority director also wants a change in regulations which would permit him to enter into 10-year leases of private property to be converted into public housing. The regulations now permit only five-year leases with an option for another five years.

Tronzo says owners of suitable property often balk at a five-year initial period. He thinks he could obtain much more privately-owned public housing if leases could be written initially for 10 years.

* * *

TOMORROW — Effect of building trades wage rates on public housing.

8-25-67 (3.)

The Public Housing Dilemma

High Building Trades Wages Braked Thrust

(Third of three articles)

By INGRID JEWELL

Post-Gazette Washington Correspondent

WASHINGTON, Aug. 24 — Soaring wage rates in the building trades are the principal cause of the slow-down in public housing construction, the directors in Detroit, Cleveland, Pittsburgh and Newark are agreed.

And this applies whether the housing authorities do their own building, or use the turnkey method where private contractors do the building to government specification, on land owned by the contractors, and sell it to the authority when it is completed.

The $20,000 total development cost per unit now allowed Pittsburgh's Housing Authority, administratively, by the Public Housing Administration's successor, Housing Assistance Administration, would have been ample in 1959, adequate in the early '60's.

Pittsburgh's carpenters worked for a base rate of $3.675 an hour in 1959; for $5.075 starting in 1965; and $5.50 today, and will go to $5.65 an hour on Dec. 1. This will be an increase of 52.38 per cent since 1959, not including generous fringe benefits.

Plumbers in Pittsburgh received a base pay of $4 an hour in 1959, now get $5.615, a 40.38 per cent increase exclusive of fringe benefits. Electricians received $4.35 in 1959, get $5.40 now plus fringe benefits which are 18.5 per cent better than in 1959. They also play a cute game with contractors, refusing to accept employment for less than six

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days, the sixth day being paid at double time.

Painters got $3.45 (brush) or $3.70 (spray) in 1959, now get $4.95 or $5.20 and their fringe benefits have improved 3.5 per cent.

Bricklayers got $3.975 in 1959, now get $5.85, a 47.17 sweetening—and their fringe benefits have improved 10 per cent.

There is a 33 per cent differential between union and non-union rates, on an average, in the building trades in the Pittsburgh area. But these housing projects, being federally-subsidized, must pay the "prevailing wage" in the community, which in Pittsburgh is the union scale.

Detroit Wage Rates

In Detroit, where inadequate housing has been listed as one of the major causes of rioting, the rates now are: carpenters, $5.06; plumbers, $5.25; electricians $5.40; painters $5.70; and bricklayers, $5.44, all plus generous fringe benefits.

In Cleveland, where riots occurred last year, new rates are to go into effect Nov. 1. They are scheduled to be: carpenters, $5.72 plus 58 cents fringe; plumbers $5.89 plus 32 cents fringe; electricians $5.93 plus 33 cents fringe; painters $5.21 plus 41 cents fringe; and bricklayers $5.66 plus 50 cents fringe.

In Newark the current rates are: carpenters $6.73; plumbers $6.71; electricians $7.24; painters $5.85; and bricklayers $6.20.

Unions, to qualify for employment on these federally-subsidized housing projects, must open their membership to Negroes. There is great reluctance to do this on the part of some unions; and the result is a hold-up of building in a few places.

In Cleveland the electricians and certain electrical contractors are being prosecuted by the U. S. Department of Justice for failure to include Negroes on jobs federally-subsidized.

Detroit and Newark have had serious riots this summer; Cleveland had her share last summer.

Public Units Spared

For whatever reason, damage to public housing property has been minimal although in each case the rioting occurred close to such property.

In Detroit, where there are 8,180 units under management, two commercial stores located within the limits of a project, were burned for a loss of $30,000, all covered by insurance.

In the projects themselves, broken windows, totaling about $200, also covered by insurance.

Mark Herley, assistant director of the Detroit Housing Commission, recalls that the elderly residents of one project actually established a line of "guards" around their cherished domicile to protect it from the young rioters.

Herley thinks "good social programs" conducted in the housing projects helped to save them. The Detroit projects have nursery schools, tenant councils, a measles immuniation program, dental clinics.

A few days after the rioting subsided, a "Tot and Teen Fashion Show" was put on in one of the projects. A department store furnished the clothing. The motto of the occasion was "Be Cool When You Go Back to School." Herley says it is probable that some residents of the dwellings participated in the disorders; but for the most part the tenants wanted no part of the disturbance.

'Tenants Stayed Home'

In Cleveland last year, rioting occurred close to public housing, but damage was slight.

In Newark this summer, Joseph Sivolella, assistant executive director of the Housing and Urban Renewal Agency reports the first riot started in a police station across the street from a housing project. But there was no damage to that building. The riots went on for five days. But there was less vandalism against public housing in the five days than occurs over a normal weekend, Sivolella says. He thinks "the tenants stayed at home."

Newark has 10,737 units under management in 17 locations, five of them in riot areas. It would like to lease 500 more but has not found landlords interested.

The Housing Department in Washington has decreed the total development cost in Newark shall be $17,500 per family unit: $250 more for housing for the elderly. This is lower than Pittsburgh's ceilings, though labor costs are higher in Newark.

Of course Newark can't build and redevelop sites for those totals. So Newark, like Detroit and Pittsburgh, wants changes in the law and the administrative procedure. Only Ernest Bohn in Cleveland is fairly content with the legislative status quo, and even he would like a little more local autonomy.

Perhaps coincidentally, Detroit's public housing program is much less dynamic than Pittsburgh's. This is certainly no fault of Herley's but stems from the city's abnormal preoccupation with the horseless carriage.

Detroit Freeways Cited

Detroit's great love is freeways. They writhe their relentless ways across the city in all directions. Their construction causes demolition of much housing, and so the public housing officials are called in to relocate the displaced persons.

Detroit has used urban renewal assistance to provide the rights-of-way for the freeways; and UR likewise has provided sites for several of the public housing projects.

But Detroit is still housing a majority of its families with children in high-rise apartments.

In the early 1950's, Detroit built 19 high-rise apartments, usually with two bedrooms. Now there is crying need for units for large families, with four or five bedrooms. But Herley can't build row houses or garden type apartments for the $20,000 allowed him for these types. He is allowed $17,000 ceiling on high rise apartments.

Three senior citizens' projects are held up because they can't be built under that ceiling.

Herley wants Congress to tell the Housing Department to separate building costs from land development costs. He says UR is as slow as HAA. Detroit is using the leasing method to obtain needed unit. The city can't find sites, so has been unable to interest any contractor in the turnkey approach.

Herley thinks blanket approval of sites in advance would hurry things up. He picked six sites last year, but all fell through because the neighborhoods objected.

Rehabilitation of individual old houses for rental by HAA, which has worked so well in Philadelphia with its sturdy old brick structures, has not been undertaken in Newark because there the deteriorated houses are usually frame.

Neither has Newark been able to make turnkey work yet.

Rent Schedule Hit

Sivolella says the rent schedule required by HAA is outmoded.

"We have to turn down some applicants because they are too poor," he says.

He thinks a fixed ceiling for room costs, for the whole nation, is nonsense, even with the $750 differential permitted to high cost area.

Bohn in Cleveland, with 7500 units under management, and 2,500 more in the planning stage, says the weak spot in the public housing program is what to do with the elderly when they become physically unable to care for themselves in the apartments HAA builds.

"Congress should allow us to build nursing homes for such people," Bohn says.

"It is sad to see an old person, who has been used to living in a new apartment at below commercial rent, suddenly unable to continue living there because of his physical debility. His small income won't pay for nursing home service."

The late Frank Buchanan of McKeesport was a principal architect of the 1949 Housing Act, which called for 810,000 public housing units to be built over six years. The publichousing program still falls far short of that goal.

LAND PEOPLE & POLICY

gordon edwards

GENERAL ELECTRIC, NAHB and the SIERRA CLUB . . .

Sound like strange bedfellows? Well, Gordon Edwards, far-ranging academician and professional planner, doesn't think so. In this 159-page hard-hitting book, *Land, People and Policy,* Edwards declares that the political recruiting campaign needed to implement a workable land assembly program for the United States should include big business, contractors, conservationists, and everyone else with an interest in our land resources. Or to use his words, "everyone from the National Association of Home Builders to the Sierra Club."

He analyzes several large-scale land-acquisition programs already common in Western European countries, Sweden having begun such a program at the beginning of the Twentieth century.

"It should be recognized," Edwards admits, "that, though priority must be given to the problems of the ghetto and the poor, it is essential to find ways to deal with the broad spectrum of urban development.

> *"If we fail to adopt programs which look to the future, a victory in the war on poverty will mean only that many people will win the opportunity to live a materialy better life, but still within an inefficient and unattractive urban environment."*

In his book, Edwards alluded to General Electric's 1966 plan to help solve the problems of urban America by building a "new town" for a population of 100,000. But in 1969 GE sadly announced that it was dropping the program because of difficulties in assembling the necessary acreage without paying exhorbitant prices brought on by land speculators sensing a windfall.

Edwards' proposal for a National Land Commission, outlined in this book, would help solve such stumbling blocks to orderly development with a minimum of government interference. He advocates a practical and realistic method of using governmental powers of eminent domain, combined with private capital and managerial skills, to help solve today's urban crisis, conserve our shrinking resources and build a better urban America.

His well-documented book should constitute a standard reference work for builders, economists, students, real estate men, planners, zoning commissions, developers, conservationists, policy-makers and anyone with an interest in bringing order out of the present chaos involved with assembling large tracts of land.

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Land Economics

INFORMATION BULLETIN NO. 1

What Are "The Public Lands"?

Bureau of Land Management • U.S. DEPARTMENT OF THE INTERIOR

I know about national forests and national parks, things like that, but then I hear about "the public lands." What are those?

Of course, any land owned by local, State, or Federal Government is public land—national forests, national parks, State forests, even the neutral zone in the middle of a city's boulevard. But when we speak of the public lands, we mean chiefly that part of the original public lands of the United States still under Federal ownership which has not been set aside for uses such as national forests and parks. Larger than all other Federal lands combined, they cover some 453 million acres—about one-fifth the land area of the United States.

Where are these lands located?

Mostly in 11 Western States and Alaska, with small acreages in the Midwest and Southwest. About 175 million acres are in the West and 278 million acres in Alaska. The following table gives the breakdown by States as of June 30, 1967:

State	*Public land acreage*
Alabama	1, 158
Alaska	278, 142, 341
Arizona	12, 925, 990
Arkansas	2, 367
California	15, 222, 261
Colorado	8, 459, 470
Florida	1, 842
Idaho	12, 172, 725
Kansas	1, 515
Louisiana	3, 900
Michigan	4, 133
Minnesota	41, 749
Mississippi	1, 614
Montana	8, 226, 377
Nebraska	7, 923
Nevada	47, 957, 820
New Mexico	13, 440, 297
North Dakota	75, 969
Oklahoma	9, 609
Oregon	15, 668, 266
South Dakota	278, 206
Utah	22, 983, 922
Washington	273, 748
Wyoming	16, 681, 025
Total	452, 584, 227

What kind of lands are they?

Those in the West range from the flat terrain of the low desert country to deep, multicolored canyons and towering buttes and mountains. The gamut of cover runs from cacti to sagebrush and pinon pine to majestic redwoods and Douglas fir of the Pacific Northwest. Together, they offer some of the most dramatically sweeping vistas of the untamed West. The lands of Alaska are mostly timber or tundra, but also include mountains and swamps, even desert areas.

Watersheds of the public lands are the source for a large portion of the West's water supply. Mostly arid or semiarid, very little acreage is suitable for farming; but they have great value for livestock grazing, mineral development, timber, wildlife, and outdoor recreation. They also include many areas of scientific value. Most lands are distant from population centers, and many are not accessible by all-weather roads.

Who is responsible for managing these lands?

The Bureau of Land Management, an agency of the Department of the Interior. This Bureau was formed in 1946 out of the General Land Office (which dates back to 1812) and the Grazing Service (formed in 1934).

How have these lands been managed in the past?

Until the 1930's, they were not really managed. Most people looked upon these lands simply as acreage not yet settled by the growing population—a temporary "storehouse of land" which would soon be needed by settlers. Thus, administration was largely limited to surveying, processing of mining claims and land transfers by the General Land Office. In 1934, after it was generally recognized that little of the remaining lands were suitable for independent farm units, Congress set up the Grazing Service expressly to manage those lands which could produce forage for livestock. Range management continued as the main job after the Bureau of Land Management was formed, although some attention was given to other values.

How will these lands be managed in the future?

For many uses. This includes domestic livestock grazing, fish and game, industrial development, mineral production, outdoor recreation, and watershed protection. Under the Classification and Multiple-Use Act of 1964, BLM is helping to meet some of the modern-day recreation needs of America's rising population, for example. Access roads will be constructed and sanitation and protection facilities will be provided in many areas.

What does this management job involve?

Briefly, the Bureau's job includes:

1. Timber and forage management:
2. Watershed protection;
3. Public land leases and sales;
4. Custodianship and maintenance of basic public land records;
5. Mining and mineral leasing, including the Outer Continental Shelf;
6. Public land boundary surveys;
7. Preservation and improvement of wildlife habitat; and
8. Development of facilities to serve the general public.
9. Preservation and restoration of natural beauty on the public lands.

What revenues are collected by BLM?

An average of more than $200 million a year during the past 10 years. One important source was oil leases and royalties on the Outer Continental Shelf, known as "offshore lands." Other major sources included mineral leases and permits, sales of timber and grazing leases. This is about six times the amount BLM spent during that period. The following table shows receipts and appropriations since 1958:

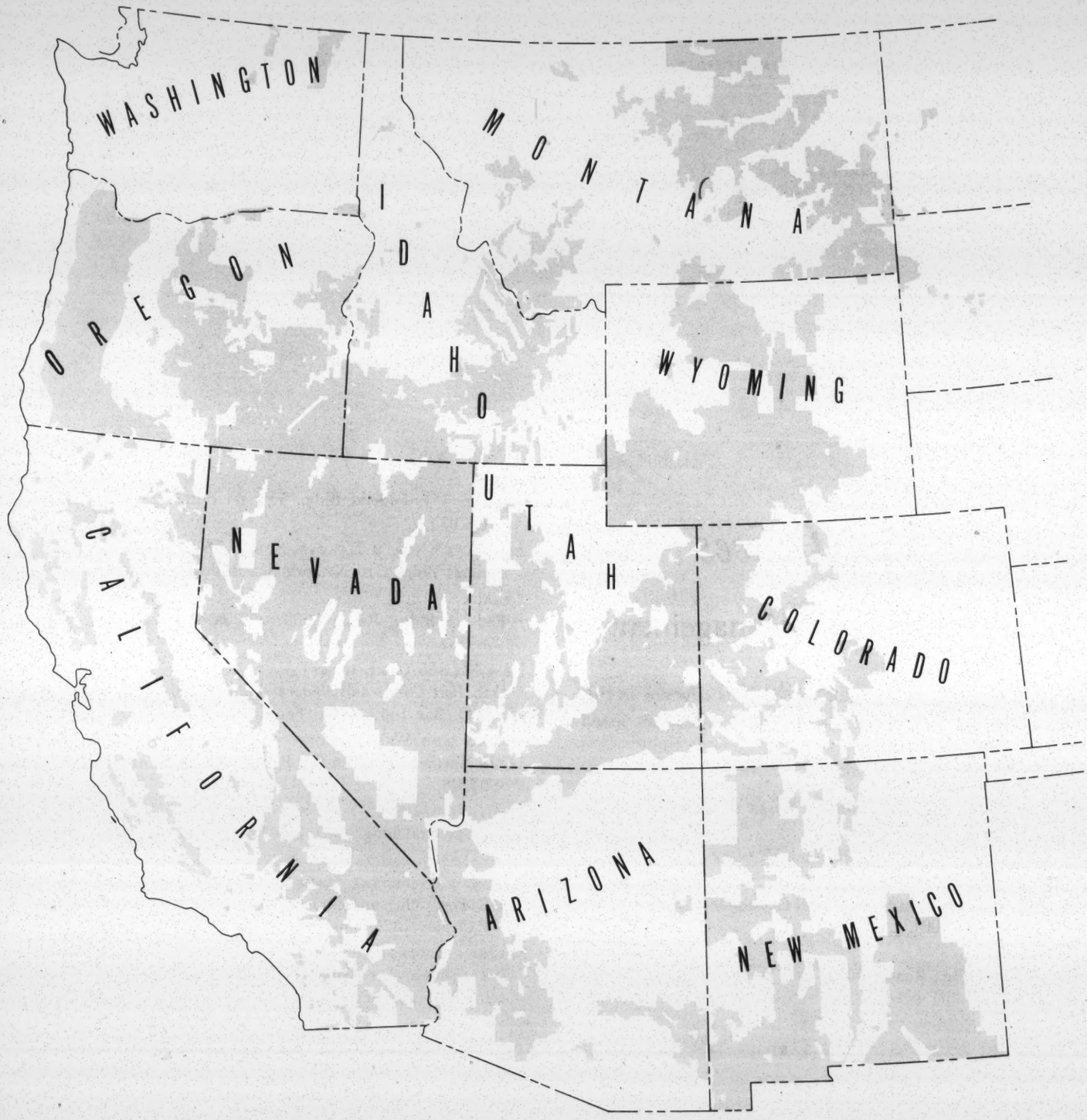
Year	Receipts	Appropriations
1957	$112, 059, 358	$23, 776, 153
1958	127, 384, 728	30, 800, 141
1959	136, 720, 871	31, 102, 597
1960	371, 067, 867	36, 193, 788
1961	159, 246, 157	40, 555, 827
1962	173, 517, 502	43, 329, 735
1963	530, 692, 660	60, 655, 589
1964	199, 051, 586	62, 056, 629
1965	234, 360, 884	73, 465, 733
1966	433, 749, 012	82, 415, 350
1967	821, 504, 386	82, 412, 319
Total	3,187,295,653	548, 987, 708

Are public lands still being sold?

Yes; certain lands are transferred from Federal ownership each year under various laws. For instance, in 1967, nearly 438 tracts totaling 61,386 acres were sold at public auction. Since the United States became a nation, more than 1 billion acres have been transferred for State grants, military land bounties, railroad grants, homesteads, and various other purposes.

Is it still possible to homestead?

Homesteading, for all intents and purposes, is a thing of the past. Though the law is still on the books, nearly all the land which could be farmed economically has already passed into private ownership. Most of the remaining land is too dry, rough, or otherwise unsuitable for cultivation.



PUBLIC LANDS IN THE WESTERN STATES

Legend

PUBLIC LANDS MANAGED BY BLM

October 1964

United States Department of the Interior

Bureau of Land Management

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

POSTAGE AND FEES PAID
U.S. DEPARTMENT OF THE INTERIOR

State Offices

Bureau of Land Management

For detailed information on subjects covered in this bulletin, contact "State Directors" at addresses listed below:

ALASKA
555 Cordova St., Anchorage, Alaska 99501

ARIZONA
Federal Bldg., Room 3022, Phoenix, Ariz. 85025

CALIFORNIA
Federal Bldg., Room 4017, 650 Capitol Mall, Sacramento, Calif. 95814

COLORADO
Federal Bldg., Room 14023, 1961 Stout St., Denver, Colo. 80202

IDAHO
Room 334, Federal Bldg., 550 W. Fort St., Boise, Idaho 83702

MONTANA (NORTH DAKOTA, SOUTH DAKOTA, MINNESOTA)
Federal Bldg., 316 N. 26th St., Billings, Mont. 59101

NEVADA
Federal Bldg., Room 3008, 300 Booth St., Reno, Nev. 89502

NEW MEXICO (OKLAHOMA)
U.S. Post Office and Federal Bldg., South Federal Place, P.O. Box 1449, Santa Fe, N. Mex. 87501

OREGON AND WASHINGTON
729 Northeast Oregon St., P.O. Box 2965, Portland, Oreg. 97208

UTAH
8217 Federal Bldg., P.O. Box 11505, Salt Lake City, Utah 84111

WYOMING (NEBRASKA, KANSAS)
U.S. Post Office and Court House Bldg., 2120 Capitol Ave., P.O. Box 1828, Cheyenne, Wyo. 82001

EASTERN STATES
7981 Eastern Ave., Silver Spring, Md. 20910. This office handles inquiries on States not listed above.

For other information on the Bureau of Land Management, please refer to:
What About Land in Alaska? (Information Bulletin No. 2), 0–792–665.
How To Buy Public Lands (Information Bulletin No. 4), 0–265–484.

Revised January 1968

U.S. GOVERNMENT PRINTING OFFICE : 1967—O 284-321

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C., 20402 - Price 5 cents

Land law's fine print trips up developers

New federal act was aimed at some sharp practices in interstate land sales. But developers say it actually goes far beyond that, gives wide power to HUD

A new law, designed to end shoddy practices in interstate land sales by some foreign and domestic developers, now appears to have caught the entire land industry in its net as well.

Regulations governing the interstate land sales provisions of the 1968 housing act were released March 29 by the Housing & Urban Development Dept., which must administer the new law. The regulations took many developers by surprise. They're much tougher than anyone expected and they involve many developers who thought they were exempt. Now developers must rush to comply with the May 28 filing deadline or halt interstate sales.

Developers large and small are affected. For Boise Cascade Corp., which has land ventures in 10 states and builds homes in five, it means more paperwork and extra costs. "It won't affect us in any major way," says William Agee, vice-president, "but you get one more layer of people to deal with. It slows down the process."

The law covers developers selling, through the mail or across state lines, "any lot in any subdivision of 50 or more lots offered as part of a common promotional plan." It requires them to register with HUD, pay a fee, and give the buyer a printed property report containing at least 19 items of information specified by HUD. The requirement covers sales not only of residential land, but also of five acres or less for commercial or industrial use. Developers say it will give HUD powers comparable to those exercised by the Securities & Exchange Commission over securities, effectively requiring registration of most land sales throughout the country. (The industry also must comply with requirements of over 30 state bureaus.)

"Nobody appreciates the coverage of this act," warns M. J. Blustein, president of Appalachian Corp., a developer of second-home sites in the Washington-Baltimore area. "This thing will be a thousand times bigger than Congress intended it to be."

Land developers subject to the act—and this now means virtually everyone—must send in their minimum $250 fee and registration forms between Apr. 28 and May 28 to keep their interstate and mail-order sales programs going. After May 28, they must get HUD approval to continue. This means HUD's new Office of Land Registration—which has only 10 staff people to handle the load—must review everything. Meanwhile, developers who failed to file before the deadline must halt these sales.

Sleeper clause. Senator J. William Fulbright (D-Ark.), alerted by a constituent to the act's far-reaching provisions, attached an amendment to the original version reported by the Senate Banking & Currency Committee. The amendment specifically exempted developers from the registration requirement if the buyer or his wife personally inspected the property, and if it was "free and clear of all liens, encumbrances, and adverse claims."

That last phrase was the sleeper. Fulbright wanted to insure that buyers wouldn't unknowingly purchase land with such encumbrances as state-owned flood easements, which could prevent any building on the property. But the conference committee on the act went further: It specified that covenants to set aside land for parks, streets, and other purposes would not force the developer to register with HUD.

With these assurances that the act wasn't pointed at them, many developers whose sales were mostly of the "on-site" variety supported the legislation, feeling it would undercut the unprincipled operators who were giving the industry a bad name. Many even testified in favor of its passage.

HUD's interpretation. HUD's lawyers saw things differently, however. They interpreted that "liens, encumbrances, and adverse claims" passage to include such things as "beneficial" covenants—the type of restrictions usually considered essential to preserve the quality of a development.

Developers squawked. Fulbright, sensing that the intent of his amendment would be nullified, tried to ward off such an interpretation. But HUD's final regulations make these covenants "encumbrances" within the meaning of the act. At this point, it probably would require corrective legislation to overturn HUD's strict ruling. Neither Fulbright nor the Nixon Administration plans any such effort at present, though developer protests could change that.

Florida calm. Florida's major land developers—most of whom sell interstate and are thus subject to the new law, even without the "covenants" interpretation—don't seem much disturbed by it, probably because Florida

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SCSPP

THE SOUTHERN CENTER FOR STUDIES IN PUBLIC POLICY

CLARK COLLEGE • 240 CHESTNUT STREET, S.W.
ATLANTA, GEORGIA 30314 • 404-522-8770

September 11, 1972

Mr. Arthur Campbell
The Southern Regional Council
52 Fairlie Street, N. W.
Atlanta, Georgia 30303

Dear Mr. Campbell:

Thank you for your tip on Mr. Leon Hall as a possible person to work with us on our conference on public school finance to be held at Clark College in late September or early October. Please find enclosed a list of names of other participants in the conference. We believe we have accumulated a very fine slate of experts.

We would like very much for you to come to the conference because as an educational device it may be without parallel for this part of the country. I will get in touch with you when our dates for the conference are definite.

Sincerely,

James C. Mays

James C. Mays
Assistant Director

JCM:jb

Enclosure

OFFICE OF PUBLIC INFORMATION SERVICES
CLARK COLLEGE
Atlanta, Georgia 30314 Phone 404 — 681-3080

FOR IMMEDIATE RELEASE

Conference On Public School Finance
To Be Held at Clark

The future of public school finance will be the subject of a fall conference sponsored by the Southern Center for Studies in Public Policy, a social action and monitoring organization situated at Clark College in Atlanta. The conference is planned for October 13 and 14 at the Atlanta Marriott Inn and on the Clark College campus.

The agenda for the conference calls for three sessions dealing with: (1) the legal and social manifestations of school finance, (2) the Georgia school finance system: how it operates; should it be challenged and (3) alternatives to the present school finance.

This conference will bring together experts from different parts of the country (including Georgia) to explore and explain the complex subject of school finance. Speakers will include Mr. John Callahan with the Advisory Committee on Intergovermental Relations, Washington, D. C.; Dr. Bill Wilkin, Political Science Department, Georgia State University; Mr. John Silard, Washington, D. C. Attorney; Dr. Arthur Schreiber, Department of Economics,

Georgia State University; Ms. Cynthia Brown, The Washington Research Project, Washington, D. C.; Mr. Howard Atherton of Marietta; Rep. Robert H. Farrar, Chairman of the Georgia House Education Committee and Mr. Leon Hall of Atlanta's Southern Regional Council.

In light of the many cases currently being brought in 45 different states challenging the current methods of school financing, this conference provides a timely analysis of the subject and allows participation by both professional educators and the general public.

The conference on public school finance opens on Friday, October 13, with registration from 4-6 p.m. at the Atlanta Marriott Inn. At 6 p.m. a banquet is scheduled at the Marriott, followed by the keynote address by John Silard a prominent Washington attorney. The Conference resumes Saturday, October 14, at 9 a.m. with seminars in Kresge Hall on the Clark College campus. Registration fee for the conference and banquet is $10.00 per person. For reservations and information call Mr. James Mays at 522-8770.

/bf

September 28, 1972

Public School Finance Conf.

THE SOUTHERN CENTER FOR STUDIES IN PUBLIC POLICY

CLARK COLLEGE • 240 CHESTNUT STREET, S.W.
ATLANTA, GEORGIA 30314 • 404-522-8770

October 2, 1972

Dear Friend:

The Southern Center for Studies in Public Policy will be the host of a Seminar/Conference on Public School Finance. Although Clark is an institution of higher learning, we believe that it is extremely important that persons involved in any phase of education in America begin to understand what is going on on the primary and secondary levels of education in regard to school finance.

In 1971 a case was brought in the state of California challenging the method through which California taxed and paid for her schools. The plaintiffs argued that the rich would always have better schools because the method of taxing always provided more money for rich-area schools. The California Supreme Court agreed, saying that the taxing system resulted in wealth discrimination and therefore the California school finance system must be changed.

Today no less than 45 states are bringing cases similar to the California case (Serrano v. Priest). Georgia is currently involved in three or four of these challenges requiring that monies for public schools be more equitably distributed. On Thursday, October 12, 1972, one day before our Conference begins, the United States Supreme Court will hear the appeal of Rodrigues v. San Antonio Independent School District, which is the Texas equivalent of Serrano v. Priest. How this case will be decided is uncertain, but however it is decided all Americans will be affected.

With this in mind we have drawn together renowned experts from Georgia and from the nation's capital to labor over this question of public school finance and hopefully to educate each of us to the problems associated with public school finance.

The Conference will be held over a day and a half beginning Friday evening and running all day Saturday, October 13th and 14th. We believe that it will be one of the very important events of the '72 - '73 school-year.

If you plan to attend the dinner on Friday evening, October 13th, please inform us by calling 522-8770.

Sincerely,

James C. Mays

James Mays, Asst. Director

SEMINAR/CONFERENCE ON PUBLIC SCHOOL FINANCE
OCTOBER 13-14, 1972

REGISTRATION - OCTOBER 13, 1972 -- 4-6 pm: MARRIOTT MOTOR HOTEL

DINNER - Keynote speaker - 6-8 pm: MARRIOTT MOTOR HOTEL

I PLAN TO ATTEND THE CONFERENCE ☐

I DO NOT PLAN TO ATTEND THE CONFERENCE ☐

FIND ENCLOSED MY REGISTRATION FEE OF $10.00* ☐
(Checks should be made payable to The Southern Center for Studies in Public Policy)

Name _____

Address _____

Organization or Affiliation _____

* The FEE may be waived wherever appropriate in order to encourage full community participation.

SEMINAR/CONFERENCE ON PUBLIC SCHOOL FINANCE

PURPOSE:

This conference is designed to explore a relatively little-known area-public school finance. Recent developments dealing with this vague and evasive area have been brought about through the legal process in the form of court cases charging wealth discrimination in school finance, a violation, some higher courts are saying, of the equal protection clause of the Fourteenth Amendment to the Constitution of the United States.

Because so few people really understand the real implications of this movement to insure equality in the methods of public school finance, we see this conference as an educating process rather than a decision-making process. In other words, rather than placing major emphases on policy making or strategy, the conference is intended primarily to educate, to make it understood what the impact of these highly important cases in school finance discrimination will be to all segments of our populace.

FORMAT:

The conference will consist of a short series of presentations on different areas of school finance, preceded by a key note address on the national scope of the school finance problem. The series of presentations will deal with a historical view of discriminatory school finance followed by a concentrated look at Georgia's problem.

SEMINAR/CONFERENCE ON PUBLIC SCHOOL FINANCE

TENTATIVE AGENDA:

First Day

4-6 p.m. - Registration

6-8 p.m. - Dinner: Speech - The purpose and goals of the seminar/conference

Second Day

9 a.m. - 12 noon - Meeting:

1. Legal and social manifestations of school finance (Serrano and its progeny)

2. The Georgia school finance system: How it operates; should it be challenged.

3. Alternatives to the present school finance system

1-4 p.m. - Meeting:

1. Discussion of the school finance system in Georgia with special emphases on the Atlanta metropolitan school system (Panel)

2. What steps, if any, should be taken?

SCSPP

THE SOUTHERN CENTER FOR STUDIES IN PUBLIC POLICY

CLARK COLLEGE • 240 CHESTNUT STREET, S.W.
ATLANTA, GEORGIA 30314 • 404-522-8770

1. Dr. Bill Wilkin — 658-2281
   Political Science Dept.
   Georgia State University
   Atlanta, Ga.

2. Mr. John Callahan — (202) 382-3222
   Advisory Comm. On Inter-
   governmental Relations
   726 Jackson Place N.W.
   Washington, D.C.

3. Dr. Arthur Schreiber — Office 658-2773
   Dept. of Economics
   Georgia State University
   Atlanta, Ga.

4. Mr. Howard Atherton, Jr. — 428-3325,427-4648
   848 Graymont Road N.W. — Home: 428-6377
   Marietta, Ga.

5. Mr. John Silard, Attorney
   1001 Conn. Avenue N.W.
   Washington, D.C. 20036

6. Cynthia Brown
   The Washington Research Project
   1763 R. Street N.W.
   Washington, D.C. 20009

7. Representative Robert H. Farrar — 373-6900
   Chairman of the House Educ.
   Committee
   10 North Clarendon Road
   Avondale Estates, Ga. 30002

8. Mr. Leon Hall — 522-8764
   The Southern Regional Council
   52 Fairlie Street, N. W.
   Atlanta, Georgia 30303

Race Relations
REPORTER

A newsletter published by Race Relations Information Center, Nashville, Tennessee

Vol. 2, No. 15: Aug. 16, 1971

Suit challenges HEW policies

The Nixon Administration's performance in enforcing school desegregation laws--a performance that has been characterized as "halting" and "confused" by its most charitable critics and "racist" by the more acerbic--is now facing a serious challenge in federal court. The prestigious Washington law firm of Rauh and Silard, in behalf of 31 student- and two taxpayer-clients, filed suit last fall against Elliott L. Richardson, secretary of Health, Education and Welfare, and J. Stanley Pottinger, director of HEW's Office for Civil Rights. The HEW officials moved for dismissal of the suit, but Judge John Pratt of the U. S. District Court for the District of Columbia denied that motion two months ago, and depositions are now being taken from Pottinger and other OCR officials.

In their complaint against the government, the plaintiffs charge that HEW and its civil rights branch have defaulted on their obligation to enforce Title VI of the Civil Rights Act of 1964. HEW, they assert, is still providing financial assistance to school systems and colleges that continue to segregate and discriminate on the basis of race, even though the Civil Rights Act expressly prohibits assistance to such schools. The plaintiffs include public school students from Mississippi, Louisiana, Tennessee, Arkansas and Virginia, and two taxpayers: Maurice Finkelstein of Bethesda, Md., and Virginia DeC. Frank of Washington. The suit is a class action in behalf of the plaintiffs "and others similarly situated."

Elliott C. Lichtman, the plaintiffs' attorney, had seven meetings with Pottinger and his staff in June and July to gather information for the case, and more meetings will be held later this month. Lichtman said he has encountered resistance to some of his requests for information, and indicated that he will ask Judge Pratt to order the government to cooperate fully. When he has finished taking the depositions, Lichtman said, he will ask for a summary judgment against HEW, based on the accumulated evidence.

In a 28-page "amended complaint for declaratory and other relief," Lichtman cited a long list of public school systems, public colleges and universities, and state departments of education which continue to receive federal funds while discriminating against black students. The complaint on higher education named 10 public black colleges located in communities where public white colleges

Inside This Issue

Over 135 black judges have formed a judicial council....The Urban League's new director plans a voter drive in the North....A school for Indian kids has ardent supporters and ardent critics....

Race Relations
REPORTER

A newsletter published by Race Relations Information Center, Nashville, Tennessee

Vol. 2, No. 16: Sept. 7, 1971

Black candidates imperiled

Over 250 black candidates are running for political office in Mississippi's November elections. The black candidacies were made possible by the Voting Rights Act of 1965, under which black registration in the state leaped from less than 20,000 in 1964 to about 275,000 in 1970. But the black candidacies are imperiled, black leaders and civil rights activists say, because the U. S. Department of Justice has been doing a less than enthusiastic job of enforcing the Voting Rights Act.

Blacks cite these three instances of Justice Department inaction: permitting counties to require voters to re-register without obtaining prior clearance, as is required by the act; failing to oppose the so-called "open primary law," which was clearly aimed at the gubernatorial campaign of the black candidate, Charles Evers; and failure to oppose re-districting plans, which discriminate against black candidates. For an examination of the charges, and the response of a Justice Department official, see Jack White's article inside this issue. * * *

Unprecedented Indian unity

On August 26, leaders from 11 of the country's largest and most influential Indian organizations--in a display of unanimity unprecedented in the history of the organizations--sent a letter to President Nixon informing him that, "at this point, the confidence that Indian people have placed in your administration is shaken...".

The leaders said recent events within the Bureau of Indian Affairs have sparked fears among their people that the President has no intention of implementing the new Indian policy he enunciated on July 8, 1970--a policy strongly supported by tribal leaders and Indian activists.

"We believed you," the letter said, "when you told us about a new era of Indian SELF-DETERMINATION... But we ask how your pledge to decisively break with the past and create 'conditions for a new era in which the Indian future is determined by Indian acts and Indian decisions' squares with the following events:

Inside This Issue

The lower courts find considerable leeway in their busing decisions.... Bureaucratic complexity creates problems for minority farmers....

Race Relations
REPORTER

A newsletter published by Race Relations Information Center, Nashville, Tennessee

Vol. 2, No. 17: Sept. 20, 1971

Black Caucus names staff

The Black Congressional Caucus has opened the offices (415 Second St. N. E., Washington, D. C.), named a staff and is gearing up for a campaign designed to increase black participation in the national political process. The Caucus's recently appointed staff director, Howard T. Robinson, told RRIC that the staff's role would be to "flush out the facts and help to provide local elected officials with the information they need." Along with this supportive and consultative role, Robinson said, the staff would attempt to provide "profiles of the electorate" in the various states, with a view toward showing blacks "how to plug into the system where there are opportunities to do so."

Along with Robinson, 45, four other black staff members are now on board. Their salaries and the work of the Caucus are financed from the over $100,000 raised at a June 18 fund-raising soiree in the nation's capitol. Robinson brings an extensive background in international relations and labor relations to his new job, which began officially on Aug. 1. Immediately before becoming staff director, he was labor attache in the U. S. embassy in Tokyo. He has previously served as a staff member of the International Confederation of Free Trade Unions, an international representative of the International Union of Electrical, Radio and Machine Workers, and a lecturer at the Weslyan Center for Advanced Studies. * * *

GI's protest military racism

A group of 236 black, white, Chicano and Indian GI's--all of them members of the 173rd Airborne Brigade that recently returned from Vietnam--have signed an open letter to Defense Secretary Melvin Laird accusing the armed forces of racial discrimination. The GI's tried to present the letter to Laird earlier this month when the Defense Secretary visited Fort Campbell on the Tennessee-Kentucky border to welcome their brigade home from Southeast Asia. But Gen. William Birdsong, the commander at Fort Campbell where the 173rd is now stationed, refused to allow the GI's to make the presentation. The GIs' letter asserted that "throughout our time in the service we've seen minority group GI's discriminated against. In Vietnam that's been evidenced by higher casualty rates. Other times it takes the form of slower

Inside This Issue

Mississippi's first black mayor of a biracial town is running for governor....The new leadership of NATRA plans to create a new role for his organization....

Race Relations
REPORTER

A newsletter published by Race Relations Information Center, Nashville, Tennessee

Vol. 2, No. 20: Nov. 1, 1971

Price-freeze and the black economy

The 90-day freeze on wages and prices has not had much effect--good or bad--on black businesses, but it has adversely affected black workers. This is the consensus of views offered by black businessmen and economists contacted by RRIC.

"Since most black businesses are very small--and there's no machinery set up to enforce price increases--the price freeze wouldn't have had much effect on them," said Robert S. Browne, director of the Black Economic Research Center in Harlem. Browne also teaches economics at Fairleigh-Dickinson University in Teaneck, N. J.

But for black workers, Browne said, the impact of the wage freeze has been profound. "It freezes us in our unfortunate position," he said. Black workers, only a fraction of whom belong to unions, were paid significantly less than their white counterparts. "If there were inequities before," Browne said, "those inequities still exist."

Browne's views were underscored by those of Bayard Rustin, executive director of the A. Phillip Randolph Institute, of New York City. "Great numbers of black workers are working in unorganized industries and doing service jobs where there is no organization," Rustin said in a telephone interview. "Those who are organized in the black community earn 50 per cent more than unorganized blacks, because they have an organization and structure to defend their rights." Organized labor, particularly AFL-CIO president George Meany, has been vigorous in fighting for wage increases in Phase II of President Nixon's "new economic policy," he said, and will help share post-freeze policies. Unorganized black workers have no one to speak for them.

Another effect of the wage freeze, Rustin said, was to freeze the social structure. "It has frozen the belief that upward mobility is possible," he said, "and in the long run this may be more important."

"Wages have been frozen and strikes outlawed, which automatically freezes black workers' wages at their present sub-white standard," editorialized the Black Scholar magazine, in its October issue. "...American big business, however,

Inside This Issue

Jack White reports on LCCR's role in the civil rights movement...Bernard Garnett reports on the relevance of black banks to black communities...And Frye Gaillard assesses the politics of black studies at a Southern university...

Race Relations
REPORTER

A newsletter published by Race Relations Information Center, Nashville, Tennessee

Vol. 2, No. 21: Nov. 15, 1971

Abernathy, Jackson and SCLC

"How long will Mr. (Jesse) Jackson and his rapidly growing Operation Breadbasket continue in what some of his followers call a 'tail-wagging-the-dog' relationship with its near static parent group, the Southern Christian Leadership Conference (SCLC)?" That, said New York Times news analyst Thomas A. Johnson last month, is a key question that should be answered within the next year. Johnson also reported that in a speech to the third annual Black Expo in Chicago, "the voluble Mr. Jackson often praised a long list of 'black giants', [but] he did not mention the name of the Rev. Ralph David Abernathy, Dr. King's successor and Mr. Jackson's superior in the S.C.L.C."

Jackson's omission, and Johnson's assumption that SCLC is "near static" are not isolated occurrences. And that, apparently, has not been lost on Abernathy himself. Speaking in Mississippi early this month during the closing days of that state's election campaign, Abernathy told an approving audience that "there are some mean and vicious people around this country who are saying that SCLC is dying. But they gonna have to eat their words tomorrow (election day) because we gonna do our thing in Mississippi." What Abernathy seemed to be saying was that a strong black voter turnout in Mississippi would be proof positive that his organization is still strong. But the turnout did not prove to be that strong, and there was considerable question, in any case, about SCLC's causal connection to the result. Local black leaders in Sunflower and Bolivar Counties, where SCLC concentrated much of its effort, said the campaign effort was locally organized and that SCLC's role was decidedly secondary. "We appreciated SCLC's help," said Eddie Lucas, campaign manager for Mrs. Fannie Lou Hammer, a candidate for state senate. "But for the most part, they just helped with legwork and printing of campaign literature."

But one thing Dr. Abernathy did demonstrate in Mississippi was that his charisma with Southern black audiences may be unsurpassed. In a series of speeches condemning the white power structure in Mississippi, Sen. James Eastland in particular, along with President Nixon and Vice President Agnew, Abernathy was mobbed time and again by wildly cheering black crowds.

Inside This Issue

Mississippi's grass-roots black political movement misses its mark...Alaskan natives wonder what the claims bill really gives them...And anti-reform reform in the BIA

Race Relations
REPORTER

A newsletter published by Race Relations Information Center, Nashville, Tennessee

Vol. 2, No. 22: Dec. 6, 1971

Imperiale and New Jersey politics

The election of Newark white militant Anthony Imperiale to the New Jersey General Assembly has thrown the state legislative body into a tizzy. Nobody, it seems, wants to be associated with the new state assemblyman, even though both the Democrats, who have 40 General Assembly seats, and the Republicans, who have 39, could use his vote. Imperiale is the lone independent Assemblyman. By custom, it takes 41 votes in the 80-seat legislative body to "organize," that is, name the speaker of the Assembly and the chairmen of committees. By getting Imperiale's vote, the Democrats would be able to "organize" the Assembly for the first time in a long period. The Republicans, if they got Imperiale's vote, would be able to tie things up indefinitely.

The catch for the Republicans is that Gov. William Cahill has announced that his party wants no part of the likes of Imperiale. And for the Democrats, the catch is that the six black legislators have threatened to hold out their votes--and perhaps even vote with the Republicans--if their party attempts a "deal" with Imperiale, who heads the North Ward Citizens Council in Newark.

George C. Richardson of Newark, the Democratic assistant minority leader in the present Assembly, told the Reporter that the matter would probably be resolved by the "county leaders," the "bosses" who traditionally control state politics in New Jersey. They recently held a pow-wow in Hot Springs. Richardson, one of the organizers of a potentially potent black legislative caucus in the Assembly, said the likely resolution of the conflict would be an agreement between the Republicans and the Democrats, giving the latter the designation of the "majority" party, and the authority to name the speaker. In addition, the chairmanships of legislative committees would probably be evenly divided between the two parties. * * *

Chicanos charge EYOA discriminates

Over a month ago 52 Chicanos walked off their antipoverty jobs in Los Angeles, bringing to a head a dispute that will probably be a long time settling. The Chicanos were employees and administrators of the Economic and Youth Opportunity

Inside This Issue

Indian legal aid service funded by Ford...
Groundwork laid for Spanish coalition...

Race Relations
REPORTER

A newsletter published by Race Relations Information Center, Nashville, Tennessee

Vol. 2, No. 23: Dec. 15, 1971

Tennessee housing hearing Postponed

The Tennessee State Advisory Committee to the U. S. Commission on Civil Rights has had to re-schedule a hearing to be held on housing in Nashville. CCR sources attributed the delay to an administrative regulation, but sources outside the agency blamed pressure from persons opposing the hearings. The open-session meeting of the state committee, originally set in Nashville for Dec. 3-4, was postponed until Jan. 28-29. A CCR spokesman in Atlanta, Andrew Lipscomb, says the delay was "due to administrative reasons." A CCR regulation requires all participants in an open-session meeting to be contacted personally prior to the meeting date. It was the Washington CCR office's decision that this regulation had not been satisfied.

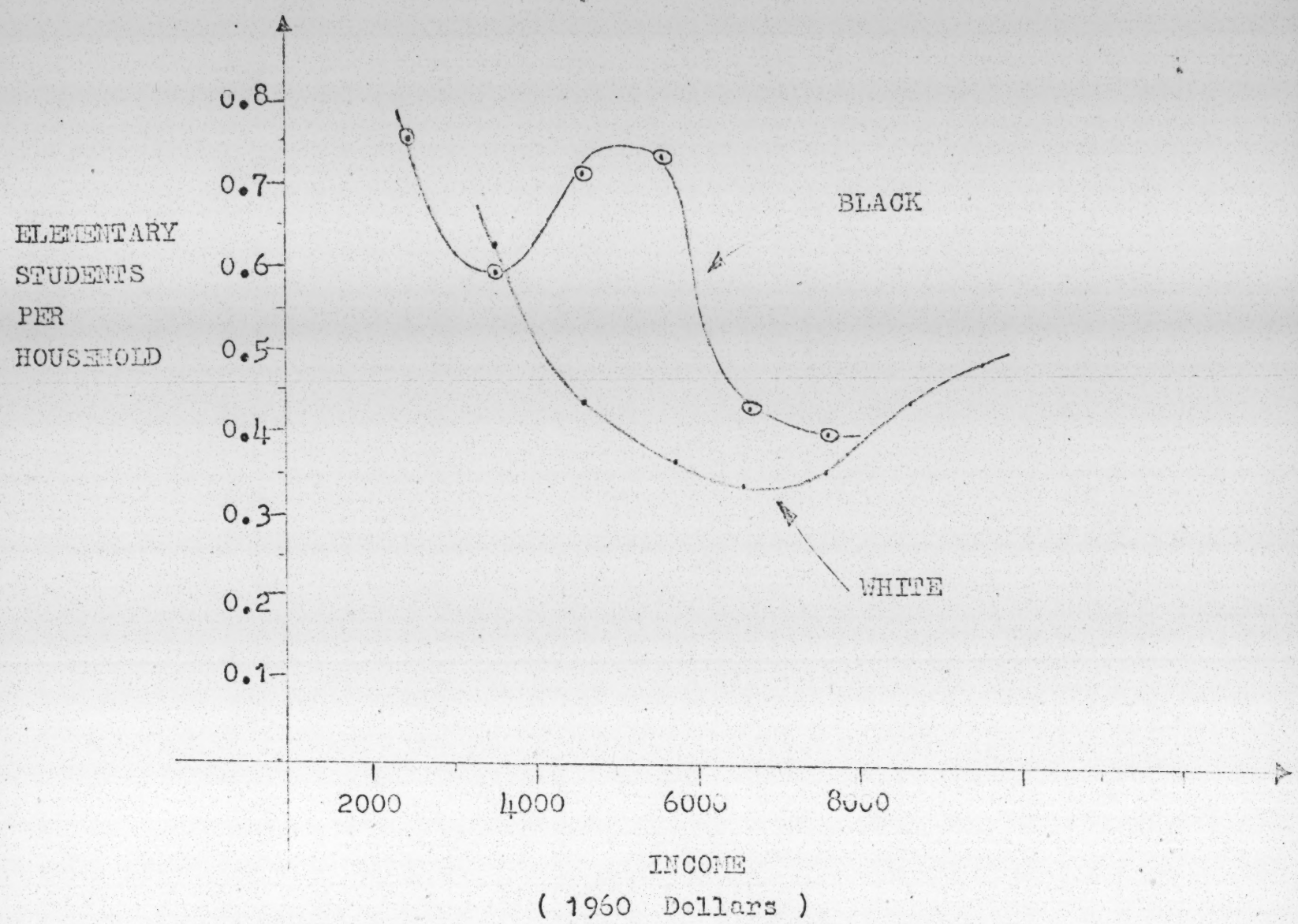
The Tennessee State Advisory Committee chairman, Rev. Samuel B. Kyles of Memphis, said the month-and-a-half postponement would not necessarily help the meeting. He further stated that he was not in favor of the postponement if it were a question of avoiding embarrassment of people on the Advisory Committee who might have political or personal interests in projects being studied. One housing complex owned by the Nashville Catholic Diocesan Properties Incorporated has had numerous complaints of mismanagement by dissident occupants and these were investigated by CCR staff members preparing the hearing. Among the Advisory Committee members are Bishop Joseph Durick and Attorney George Barrett. Barrett has served as the legal advisor for the corporation, and a former associate in his law firm. I. T. Creswell, Jr., is now assistant staff director, Office of Community Programs, for CCR in Washington.

The open-session meeting will concentrate on fair housing projects and tenants' rights in the Nashville/Davidson County area, dealing particularly with the rights of residents in public housing and FHA-financed housing developments. A similar meeting was held by the state committee in 1966 and recommendations were made regarding the enactment of federal housing legislation, the expansion of housing programs of the federal government, implementation of code enforcement of slumlord property, increased federal aid for families displaced by highways or urban renewal, the withholding of additional federal funds to the Nashville Housing Authority until a plan for dispersal of public housing was developed, the enactment of a state law pro-

Inside This Issue

Reporter Index for Vol. I (1970) and Vol. II (1971)

FAMILY INCOME VERSUS THE NUMBER OF ELEMENTARY STUDENTS PER HOUSEHOLD



1B3 - Census tracts

THE NUMBER OF ELEMENTARY STUDENTS PER HOUSEHOLD FOR WHITES AND BLACKS BY INCOME FOR CENSUS TRACTS

INCOME (1960 Dollars)	ELEMENTARY STUDENTS PER HOUSEHOLD	
	WHITE	BLACK
2000 - 2999	-	.75
3000 - 3999	.63	.59
4000 - 4999	.43	.71
5000 - 5999	.37	.73
6000 - 6999	.33	.43
7000 - 7999	.34	.40
8000 - 8999	.42	-
over 9000	.44	-

The average elementary students per household for whites was obtained from 83 white census tracts located mainly in Atlanta but including some tracts from Chicago, Boston, Birmingham, and Nashville. White tracts are those in which over 95% of the people are white.

The average elementary students per household for blacks was obtained from 57 census tracts in Atlanta, Chicago and Memphis. A black census tract was taken to be one with more than 90% black residents.

No attempt was made to factor out the affect of age because it was difficult enough to find a significant number of tracts with black and white incomes in the same range. The affect of family age on students per household is somewhat canceled by averaging. The affect of the relation between family age and income is not canceled.

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February 1968

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THE ROLE OF URBAN PLANNING IN THE RESIDENTIAL INTEGRATION OF MIDDLE-CLASS NEGROES AND WHITES (Thesis Abstract and Bibliography)

Lewis Bolan, Graduate Student, Department of Urban Planning,
University of Illinois

OBJECTIVES

To determine (1) the factors which allow and encourage middle class Negroes living in ghettos and wanting to move out to achieve better housing, schools, and recreational facilities, to move into built-up areas with older housing or into new housing developments such as urban renewal projects, sub-divisions, and private projects; (2) the factors which prevent integrated neighborhoods from becoming all Negro areas; (3) the role of urban planning in these factors.

METHOD

The study was based on published literature.

CONCLUSIONS

Urban planning has little effect on social interaction, but can affect physical proximity which creates greater chances for social interaction.

Urban planning can do little to affect the factors that encourage or allow Negroes to move into built-up areas. These factors are:

The proximity of the neighborhood to Negro neighborhoods.

The socio-economic status of the Negroes wishing to move. Negroes with a high economic status have a greater chance of being accepted.

Growing undesirability of the neighborhood to white people because of unsuitability of the housing, changed accessibility, crime rates, tax rates and assessments, quality of schools as perceived by the parents, quality of city maintenance, quality and quantity of community facilities, zoning and subdivision changes, real estate activity, mortgage availability, liberalism of the residents and presence of Fair Housing legislation.

ERIC HILL ASSOCIATES
planning consultants

Urban planning can affect several of the factors that encourage or allow Negroes to move into new housing areas. These factors are:

Location. Negroes will more likely move into and be accepted in a new, isolated community; in an existing interracial area; or in a fringe area between an all-white and an all-Negro area. Urban planning can affect the location of new housing developments.

Size of the development. The larger the development the more likely Negroes will move into and be accepted in a new community. Urban planning can affect the size of new developments.

The kind of promotion given the new development. Negroes and whites have to be appealed to separately and on different bases.

Design and price of housing. White people will buy a house in an integrated neighborhood regardless of their racial attitudes if the house is much cheaper and much nicer relative to other houses on the market. Urban planning can affect the design and price of the housing in a new development.

Racial quotas. White people will buy houses in a community if they are given assurance in the form of a quota system that the area will not become all Negro.

Community action, especially government action to encourage or discourage integrated housing projects. Urban planning can recommend actions.

Urban planning can recommend Fair Housing legislation.

Spacial distribution of Negroes. If Negroes are clustered within the community, the white people tend to accept them more readily.

Availability of financing. Urban planning can advise private investors, the Federal Housing Administration and the Veteran's Administration.

Urban planning can affect some of the factors that can keep an integrated area from becoming all Negro. The factors are:

Distance from an existing Negro neighborhood.

The Negro housing market in the whole metropolitan area.

Attitudes and practices of real estate brokers, mortgage lenders and property appraisers.

Mortgage availability.

Amount of rental property available in the area. The greater the amount the less likely white people will move out because they are less involved financially.

Length of residence of the white people. The longer they have lived in an area the more reluctant they are to move.

Spacial distribution of Negroes.

Presence of major institutions. Urban planning can have some effect by encouraging institutions to stay in certain areas.

Attractiveness of the area and the housing relative to other housing possibilities is a factor which urban planning can affect.

Benign quotas. Urban planning can only advise that these be set up and that local organizations be formed to attract whites.

Fair Housing legislation.

The tipping point in the ratio of Negroes and whites which, when reached, will cause white people to move. Urban planning can try to convince property holders that the area will not be allowed to become all Negro.

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CHARACTERISTICS OF A " PLANNING PROBLEM "
IN NEIGHBORHOODS UNDERGOING RACIAL CHANGE

In order to be considered a " planning problem " within the scope of this thesis , all of the following components must be present.

1. It must bear on more than a token number of people.
2. It must be detrimental in some way.
3. It must be shown to haveevolved from racial change.
4. It must have a demonstrable affect on land use, transportation, housing, health, crime, employment, economic impact,education, or recreation.

For example, the decay of social restraints in a neighborhood undergoing racial change would not be considered to be a planning problem unless it could be demonstrated to be related to an increased crime rate.

Economics:

1. Bankers blacklisting the area. No money available for homeimprovement loans or new businesses.

PRELIMINARY LIST OF POSSIBLE PLANNING PROBLEMS IN RESIDENTIAL AREAS THAT HAVE UNDERGONE RACIAL CHANGE

The following is a preliminary list of possible planning problems in neighborhoods that have undergone racial change. The purpose of developing this preliminary list is to facilitate discussions in interviews. The purpose of the interviews is to develop a refined list of possible problems. These problems will then be investigated in Atlanta's transition areas.

This preliminary list is not suggested to be all inclusive or even accurate. It is anticipated that through numerous interviews, possible problems will be added, deleted and modified. Furthermore, the investigation of Atlanta's transition areas may reveal that some of the anticipated problems are non-existent and some problems exist that were not anticipated.

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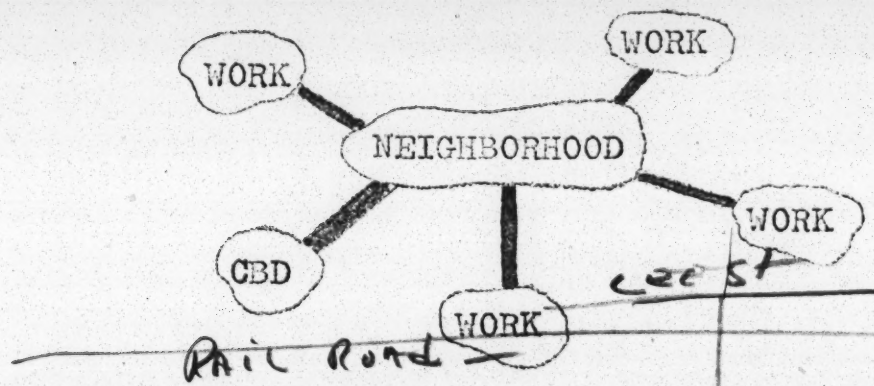
TRANSPORTATION

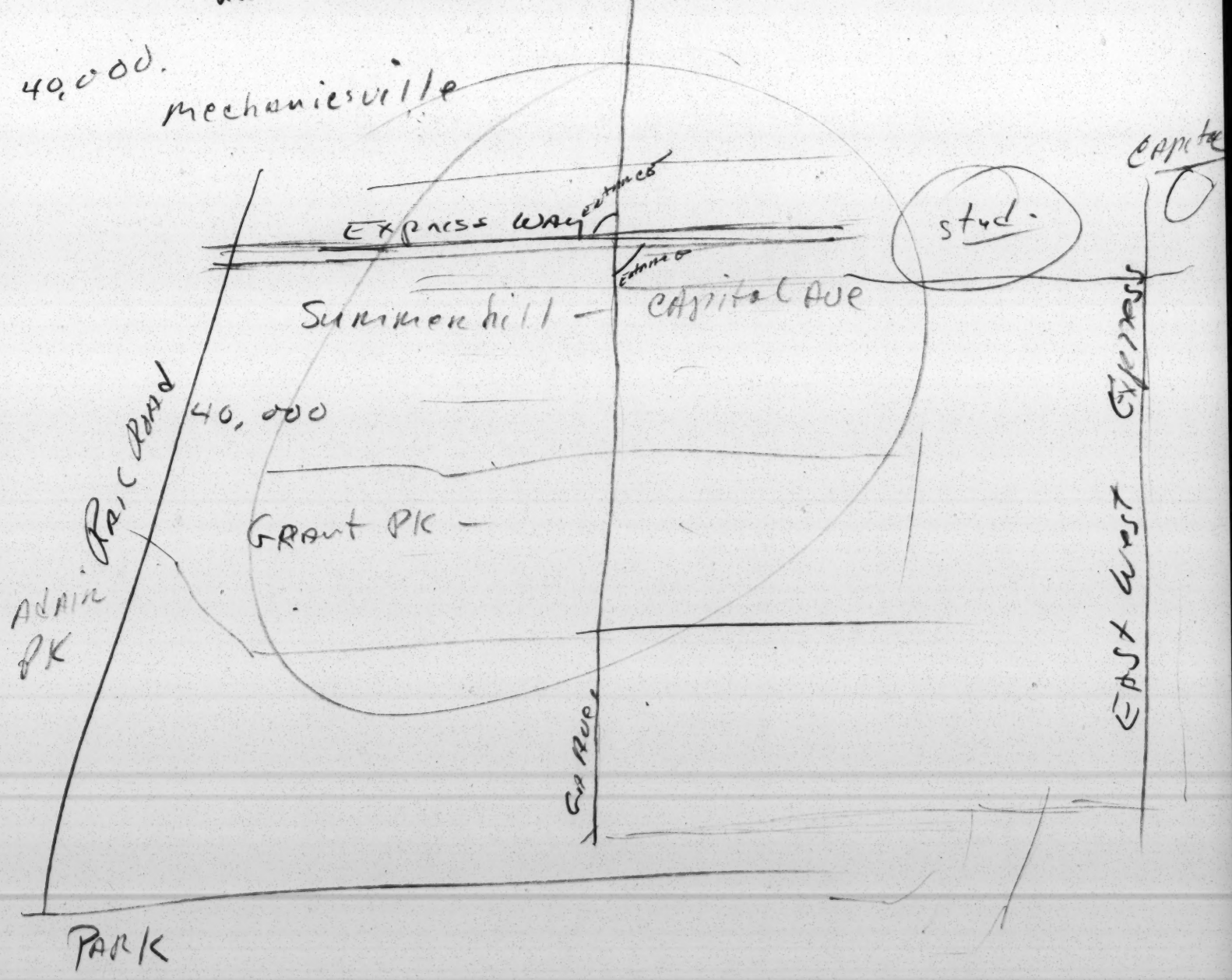
1. The problem of a disparity of mass transit needs and mass transit service, caused by an increased need by new black residents over departed white residents.

2. The problem of overcrowded facilities caused by concentrated work destinations of new black residents in relation to the dispersed work destinations of departed white residents.

Before Transition

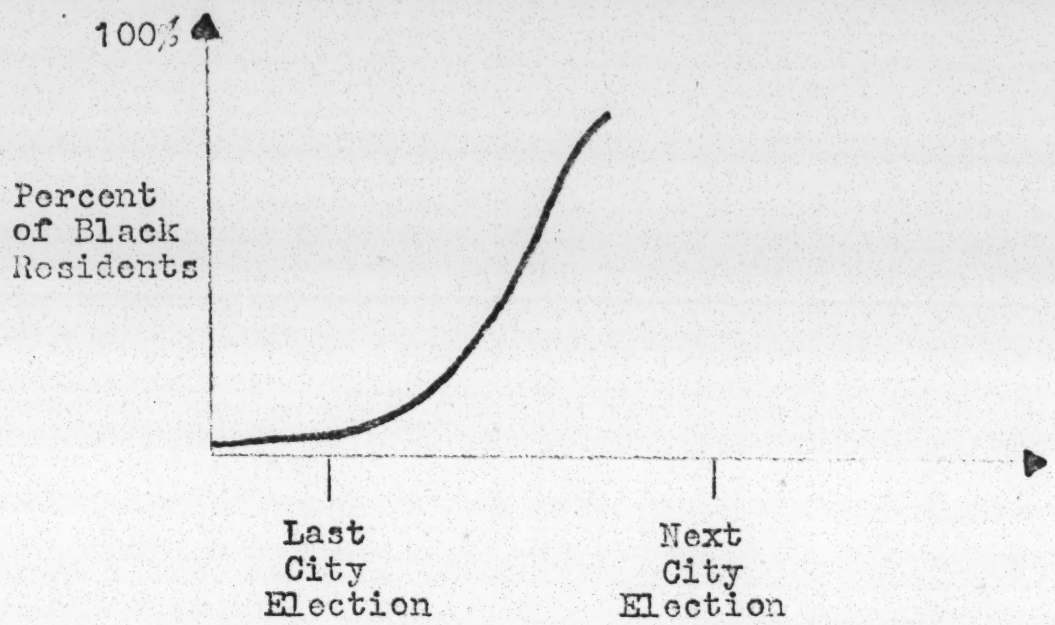


After Transition



LAND USE - ZONING

1. The problem of a lack of political representation of new black residents in zoning matters.

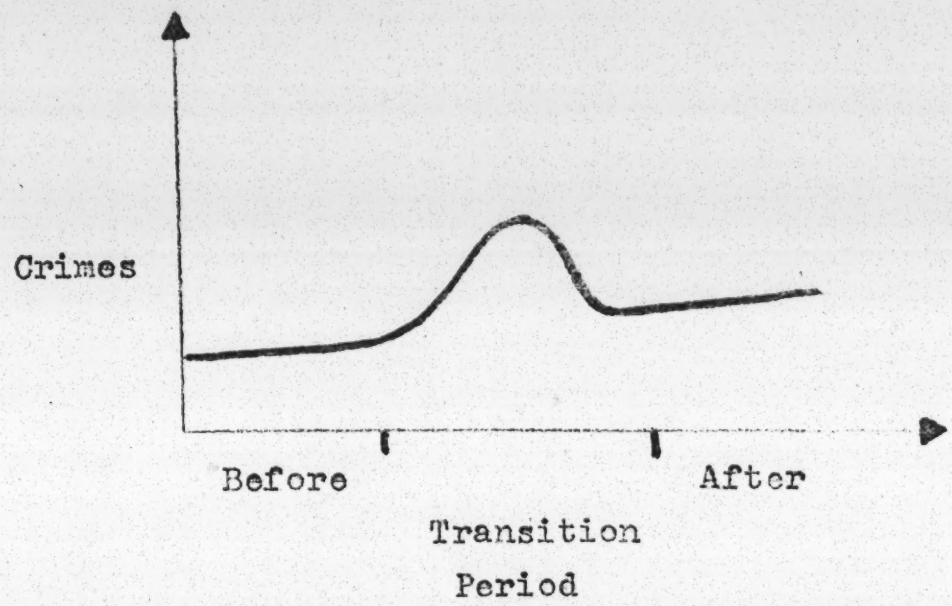


2. The problem of a cessation of white commercial development with no successive black commercial development, leaving a growing neighborhood population inadequately served by commercial facilities.

3. The problem of disorderly black commercial development by numerous businessmen, no one of which has the resources to develop a shopping center to accomodate the market demand.

PUBLIC SAFETY

1. The problem of an increased crime rate during the years of transtition, due to a change from one set of social contrainsts to another.



2. A decline in community-police relations, due to a rapid change of residents.

RECREATION AND CULTURE

1. The problem of maintaining continuity and community support for youth activities, such as the Little League and the Boy Scouts, in an area with a rapidly changing population.

EDUCATION

1. The problem of overcrowded school facilities due to a larger and younger population after transition.

2. The problem of operating schools with rapidly changing student bodies.

3. The problem of a decay in parent-~~student~~ teacher relations due to a large number of new parents and perhaps teachers.

HOUSING

1. The problem of overcrowded dwelling units resulting from large or extended black families, replacing smaller white families.

2. The problem of transition causing a decline in black demand for newly constructed housing, and hence reducing the possibility of this housing being developed.

ECONOMIC IMPACT

1. The problem of retail facilities adapting to a different market, possibly with different buying habits and a lower per capita spendable income.

2. The problem of an upward readjustment in the proportion of income spent on housing by new black residents.

call Dick Roemer Fri.

fear & behavior of whites (blacks)

unethical practices of realtors

effect of racial transition on property values.

Hard Problems

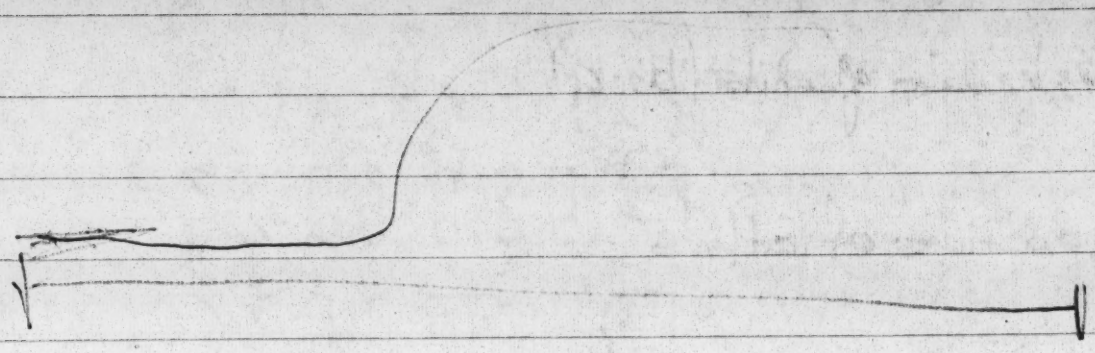
Housing
Land Use
Transportation

purpose → document plg. problems evolving from racial change — approach →

Stages
- a. prelim. preparation
- b. investigation of Atl. transition areas
- c. Evaluation

Stage a. → 1. def. of plg. problem
2. Series plg. "
3. how much effort to evaluate ea. problem / what will be return? / decide which problem to investigate
4. Find suitable neighborhoods in Atlanta

- 11



Schools

Zoning

Housing

Recreation

Day Care

control measure → <u>Criteria</u> situation must satisfy to be Plg problem

— Possible Problems

phase II:

- document plg. problems (evolution?

- bearing of problem on criteria
  (interrelationships

THESIS SUBJECT AND APPROACH

The following is a general approach to the development of a thesis to be entitiled " The Planning Problems in Neighborhoods that Have Undergone Racial Change ".

During this century black Americans have been migrating from the rural South to the cities of the nation. This has resulted in some residential areas undergoing complete racial change from white to black. In many of these areas the change , or transition, has occurred in a period of only a few years.

Although this migration has slowed down in recent years, it is likely that transition will continue to occur. The employment opportunities and incomes of blacks will continue to increase, enabling them to obtain new and better housing. Some of this housing may be in areas that are already black , some may be new housing in areas that are presently undeveloped (hence neither black nor white) and some will likely be in areas that are white. Discounting any immediate affect of fair housing legislation and any possible change in the practices of real estate agents, but based on the previous reactions of white residents, it appears that racial transition of residential areas will continue to occur in the near future.

Much has been written about the racial transition of residential areas. These works have included attempts to explain the fear and behavior of whites, the unethical practices of some real estate agents, and the affect of racial transition on property values. However, little has been written about the hard problems that arise from the mass exodus and influx of people over a short period of time. These problems involve housing, land use, transportation, and other fields which are of concern to city planners.

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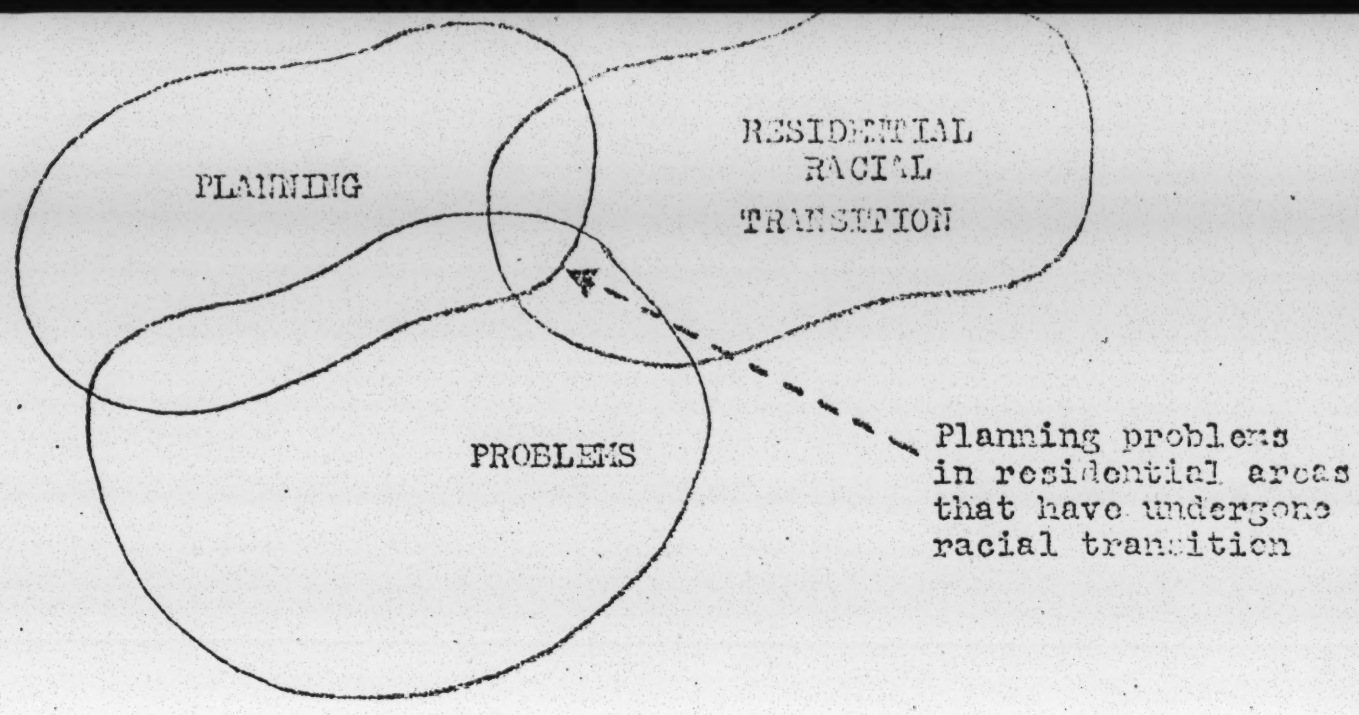
The purpose of this thesis is to determine the planning problems associated with racial transition in residential areas. The end result will be a series of carefully documented and evaluated planning problems that can be demonstrated to have evolved from racial transition. This information should be of value to city planning departments which are concerned with neighborhoods undergoing racial change.

The approach to achieving this purpose will involve three phases, including a preliminary preparation phase, an investigation of Atlanta transition areas, and an evaluative phase.

The preliminary phase is necessary in order to lay a foundation for the investigation of the Atlanta transition areas. The result of this phase will be a design for the investigation. This phase consists of four segments, (1) the development of a workable definition of a " planning problem in neighborhoods which have undergone change", (2) the development of a series of possible planning problems, (3) an analysis of the effort and expected return from the investigation of each possible problem, with a decision as to which will be investigated, and (4) a determination of the areas in Atlanta which have undergone racial transition and which appear to be good laboratories in which to conduct investigations.

The workable definition of planning problem in transition areas will consist of a set of criteria which must be satisfied in order for a situation to qualify under the definition. These criteria are necessary in order separate problems from non-problems, planning problems from other problems, and racial transition problems from other problems.



Although the development of these criteria is necessary to the approach of the study, it is of little direct value in structuring the investigation of the Atlanta transition areas. A more powerful basis is needed in order to provide structure and direction to this investigation. This basis will be the development of a series of possible problems, defined in such a way that they will indicate what to look for in the transition areas. The method of developing this basis will be a literature search and interviews with planners and other people familiar with racial transition.

See above

Having developed this list of possible problems it will be necessary to examine each possible problem in terms of the time and effort that should be assigned to each in relation to the likely importance of the results of the investigation. This is required to provide for an efficient use of energy and to prevent the study from being stalled.

The final segment of the preparation phase will be to determine what areas in Atlanta should be investigated. The value of the results of this thesis, as well as the efficiency and accuracy of the investigation, will depend on knowing exactly where, when, and how much racial change occurred. Hence it will be necessary to

determine geographical areas which have estimates of population by race for periods of time which are shorter than the common transition period of four or five years.

With this preliminary phase of the study completed it will be possible to undertake an intelligent, structured investigation of the planning problems in Atlanta's transition areas. The refined list of possible problems will provide a good starting point and should keep the investigation from becomming unwieldy. If anticipated possible problems prove under investigation not to be problems they will be discarded. If unanticipated possible problems arise from the investigation of anticipated problems, they will be considered for inclusion for investigation under the criteria of a planning problem in transition areas.

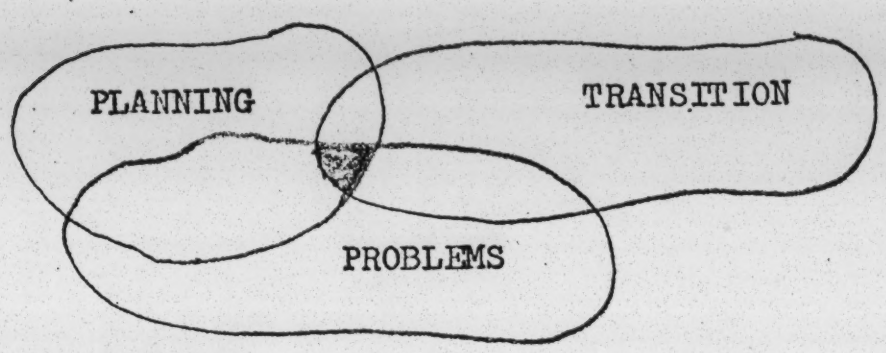
This second phase of the study should yield a series of well documented planning problems in Atlanta's transition areas. The cause of each problem will be explored, assumming that transition is a general cause and some aspect of transition is a more basic cause. The bearing of each problem on the criteria of a planning problem will be established. Each problem will be examined to determine its relative importance to other problems. A seemingly unimportant problem may be related to several other problems and hence take on added significance.

Part of the second phase will be to determine the likelyhood that each problem is common to most transition areas , and not unique to one area. In part this determination will be facilitated by conducted investigations in at least six Atlanta areas.

It will also be possible to check with city planning departments in other cities to check professional opinions as to whether certain well defined problems in Atlanta might exist in those cities.

The final phase of the study will be to evaluate the problems determined by the investigation. It is outside the scope of this thesis to offer solutions to the problems that are outlined. However, after considering the findings of the investigation it should be possible to arrive at some conclusions on the causes, importance and interrelationships of the planning problems in neighborhoods that have undergone racial change.

CRITERIA OF A PLANNING PROBLEM IN NEIGHBORHOODS WHICH HAVE UNDERGONE RACIAL TRANSITION



PROBLEM CRITERIA

There must be some social, economic or physical hardship or an unresonable impedance in the commonly held personal goals of people.

TRANSITION CRITERIA

There must be some direct relation to the change or the process of change in a neighborhood from nearly all white residents to nearly all black residents.

PLANNING CRITERIA

1. There must be some bearing on those areas which are usually considered to be within the realm of planning, including land use/ zoning , transportation, housing, health, public safety, employment, economic impact, education or recreation.

2. There must be more of a bearing on community factors than individual factors or the summation of individual factors. For example, a community may need a school and providing it is within the realm of planning. Students may need an education but providing that is within the realm of professional educators.

CENSUS TRACT F-17

YEAR	DWELLING UNITS			POPULATION		
	Black	White	% Black	Black	White	% Black
1950				1423	4568	23.8
1956	731	1176	38.4			
1958	1365	580	70.3			
1959	1984	0	100			
1960	1899	87	95.1	6946	470	93.5
1961	1929	87	95.7	6946	518	93.0
1962	1928	87	95.7	6976	514	93.4
1963	1932	87	95.7	6872	512	93.3
1964	1929	87	95.7	6559	551	86.5
1965	1925	87	95.7	6202	634	88.0
1966	1921	87	95.7	6040	612	89.5
1967	1909	87	95.5	6113	731	89.5
1968	1854	87	95.5	5863	825	88.9
1969	1836	87	95.5	5652	699	89.0

CENSUS TRACT F-85

YEAR	DWELLING UNITS			POPULATION		
	Black	White	% Black	Black	White	% Black
1950				0	5535	0
1960	1	1774	0.05	5	5858	0.08
1961	1	1775	0.05	5	5879	0.08
1962	1	1772	0.05	5	5820	0.08
1963	56	1727	3.1	200	5658	3.4
1964	310	1475	17.4	1062	4619	18.7
1965	1224	572	68.3	4032	1724	70.0
1966	1946	50	97.5	6256	147	97.5
1967	2072	0	100	7220	0	100
1968	2102	0	100	7213	0	100
1969	2261	0	100	7513	0	100

CENSUS TRACT D-8

YEAR	DWELLING UNITS			POPULATION		
	BLACK	WHITE	% BLACK	BLACK	WHITE	% BLACK
1950				41	7772	0.5
1958	4	2587	0.2			
1959	4	2598	0.2			
1960	2	2545	0.1			
1961	2	2550	0.1	9	7762	0.1
1962	2	2546	0.1	9	7632	0.1
1963	2	2554	0.1	8	7320	0.1
1964	2	2557	0.1	8	7312	0.1
1965	976	1585	37.4	3975	4361	42.5
1966	1270	1287	49.8	4629	3455	57.5
1967	1637	963	62.9	5198	2654	66.2
1968	1689	917	64.9	5293	2493	67.2
1969	2139	472	82.0	6533	1248	83.9

CENSUS TRACT D-7

YEAR	DWELLING UNITS			POPULATION		
	Black	White	% Black	Black	White	% Black
1950				3	2682	0.1
1958	0	906	0			
1959	0	908	0			
1960	0	905	0			
1961				0	2639	0
1962	0	1049	0	0	3014	0
1963	102	948	9.0	396	2607	13.0
1964	204	831	19.5	792	2283	25.8
1965	759	347	68.5	2834	930	75.1
1966	944	147	86.5	3441	397	89.9
1967	1146	20	98.4	3754	78	98.0
1968	1173	18	98.5	3804	72	98.4
1969	1177	18	98.5	3722	71	98.5

CENSUS TRACT D-5

YEAR	DWELLING UNITS			POPULATION		
	Black	White	% Black	Black	White	% Black
1950				2	4403	0.05
1958	125	1455	7.9			
1959	125	1476	7.8			
1960	233	1322	15.0	1380	3711	27.2
1961	583	1171	33.2	2581	3614	41.7
1962	1243	601	67.5	5449	1841	74.9
1963	1387	501	73.5	5812	1469	80.0
1964	1641	247	87.0	6862	727	90.5
1965	1876	100	95.0	7548	289	97.3
1966	1872	100	94.9	7350	282	96.4
1967	1884	75	96.1	6051	113	98.3
1968	1876	75	96.1	5962	191	97.0
1969	1860	75	96.2	5740	187	97.0

procedures to insure open housing? what is relationship

CHAPTER IV
GUIDELINES

The previous Chapters have discussed the causes of racial transition and some of the problems that can develop when transition occurs. This Chapter presents guidelines for planning to provide for the needs of racially changing neighborhoods. These guidelines include a recommended planning process and the ADOPTION inclusion of this process ~~into the~~ AS A functions IN city planning commissions or departments. Recommended programs are outlined to slow down the speed of racial transition and to stabilize racially integrated neighborhoods.

Planning Process for Racially Changing Neighborhoods

Planning to provide for the needs of racially changing neighborhoods is complicated by several factors ~~which are~~ unpredictable. These include where, when and how fast racial transition will occur and how the needs of the population will change.

Planning to provide for the needs of racially changing neighborhoods must be based on current information and oriented towards immediate-action programs. This planning must also be coordinated and consistent with the over-all city planning process. Figure __ shows a planning process for racially changing neighborhoods that might be effective in avoiding or solving problems arising from racial transition.

This process is designed to enable the benefits of planning to be provided in a current situation subject to uncertain events and rapid change. The process leads to neighborhood contigency plans to be implemented when surveillance of the population reveals that a neighborhood has undergone " penetration ". The contigency plans are based on an inventory of white neighborhoods , an estimate of black housing demand , coordination with existing development plans and a determination of community goals and available resources.

Population Surveillance

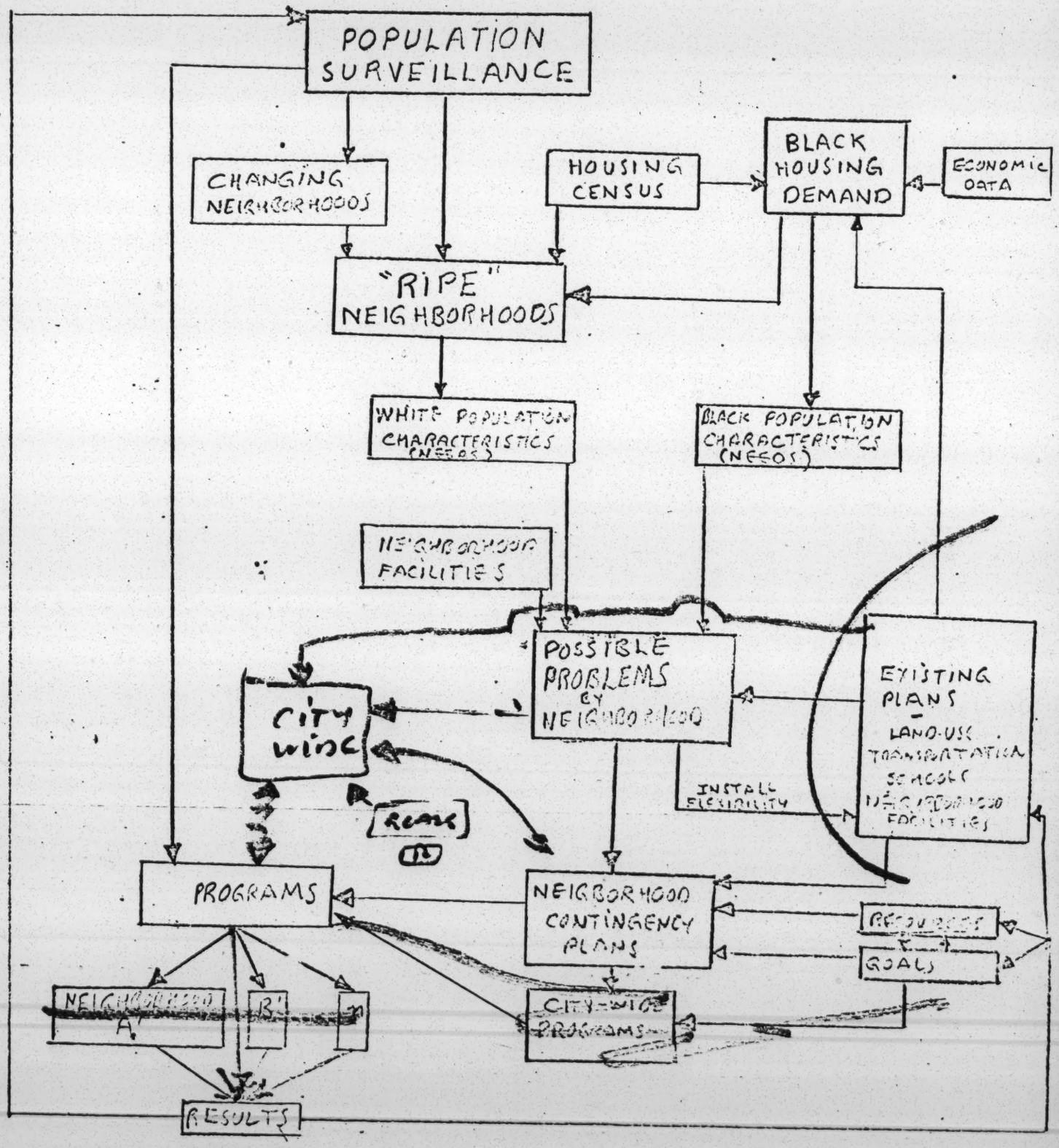
A key element in a planning process to deal with the problems of racially changing neighborhoods is a program of population surveillance. This program should be designed to yield an accurate estimate of the racial composition of each neighborhood in a city. Emphasis should be placed on closely monitoring population change in racially mixed neighborhoods and in white neighborhoods in proximity to mixed or predominately black neighborhoods.

Black Housing Demand

Planning in general is usually concerned with estimating and projecting some ~~basic factor~~ parameter upon which plans are based. Transportation planners estimate and predict trips and school planners estimate and project pupils. Likewise , planning to deal with the problems of racially changing neighborhoods requires an estimate and projection of black housing demand , which is a basic factor behind racially changing neighborhoods.

Estimating black housing demand is difficult because demand is complex and subject to error in measurement. It invovles determining the need for ~~different~~ housing as well as the ability and desire of black citizens to comit economic resources to fulfill this need. It is also necessary to estimate the demand exerted by new black migration to a city and the formation of new families. ~~such family phase changes as marriages~~.

PROPOSED PLANNING PROCESS FOR RACIALLY CHANGING NEIGHBORHOODS



be very spphisticated or extremely accurate. But should be of sufficient tolerance to indicate whether sufficient black housing demand demand exists for a certain white neighborhood ot undergo complete racial transition. 180

A short projection of black housing demand into the near future would also be useful in planning for the needs of racially changing neighborhoods. This projection could be based on a consideratio of the rate at which black housing demand appears to be rising and and the rate at which the demand is being fulfilled , either through racial transition or other means. Plans for urban renewal and highways should also be ~~consulted~~ reviewed because any displacement of black residents will result in black housing demand .

" Ripe White Neighborhoods "

A determination of those white neighborhoods that might become subject to racial change is useful in anticipating the possible problems of racial change as well as developing an estimate of the current housing situation in relation to black housing demand..

Theoretically any white neighborhood in a city might be subject to racial change and transition. Practically certain neighborhoods have the type of housing for which a significant amount of black housing demand exists and are located in such a manner as to be likely candidates for racial change and transition.

Neighborhoods on the verge of racial transition might exhibit ~~easily detectable indications~~ INDICATORS such as a decline in real estate transactions due to falling white demand in anticipation that the neighborhood will soon become integrated.

A survey of attitudes among the white residents of possible " ripe neighborhoods " might be useful in anticipating the likeness of complete transition and the speed of transition if the neighborhood does become racially mixed.

Ofcourse discretion must be used to insure that this determination of " ripe neighborhoods " is not misinterpreted as a designation of neighborhoods in which racial change will occur.

Estimate of Possible Problems

Each " ripe " neighborhood should be studied to determine the problems that might evolve from racial change or transition.

Of course these possibke problems can not be determined in detail , but through an examination of black housing demand AND the characteristics of the white neighborhood it should be possible to develop some useful information.

For example it should be possible to determine whether racial transition of a certain neighborhood will necessitate a new school.

In another case it might become evident that black housing demand could absorb only a portion of the housing in a certain middle class "ripe" neighborhood. This indicates that if the neighborhood undergoes complete transition some of the new residents very likely can not afford the housing they obtained. This could lead to subdividing of dwelling units and a general decline in the quality of the neighborhood.

~~This type of information is valuable in developing contigency plans for each neighborhood that might be subject to racial transition. In the examples given , the contingency plan would call for immediate action to provide an additional school and for a strong program of neighborhood stabilization to maintain its~~

Neighborhood Contingency Plan

The purpose of developing neighborhood contigency plans is to be prepared with some immediate action programs that can be implemented when a neighborhood undergoes " penetration ". Without such contingency plans and an accompanying program of population surveillance a neighborhood may be well into rapid racial transition before there is time to prevent serious problems from developing. Contigency plans should be designed to prevent a panic situation and the intensification of problems due to rapid racial transition , in conjunction with some of the preliminary planning to provide for the changing needs of the population brought about by racial change.

A contigency plan should be based on a study of black housing demand and the possible problems that were establihed . A contigency plan could take the form of several programs , including perhaps some of the following examples;

1. A program to involve white and black citizens in planning to provide for the needs of a neighborhood that is becomming " integrated ".

2. A program to insure a slow rate of racial transition or to ~~encourage~~ encourage stabilization of newly integrated neighborhoods.

3. A program ~~for the construction of~~ to construct a new school.

4. A program of increased housing code enforcement.

The contingency plan for a neighborhood must be coordinated with the plans developed for a city through the comprehensive planning process. Therefore if the contigency plan includes a program to provide a new school there must be some flexibility in the city school plan, in case the contigency plan is implemented. The contigency plan must also be consistent with the community

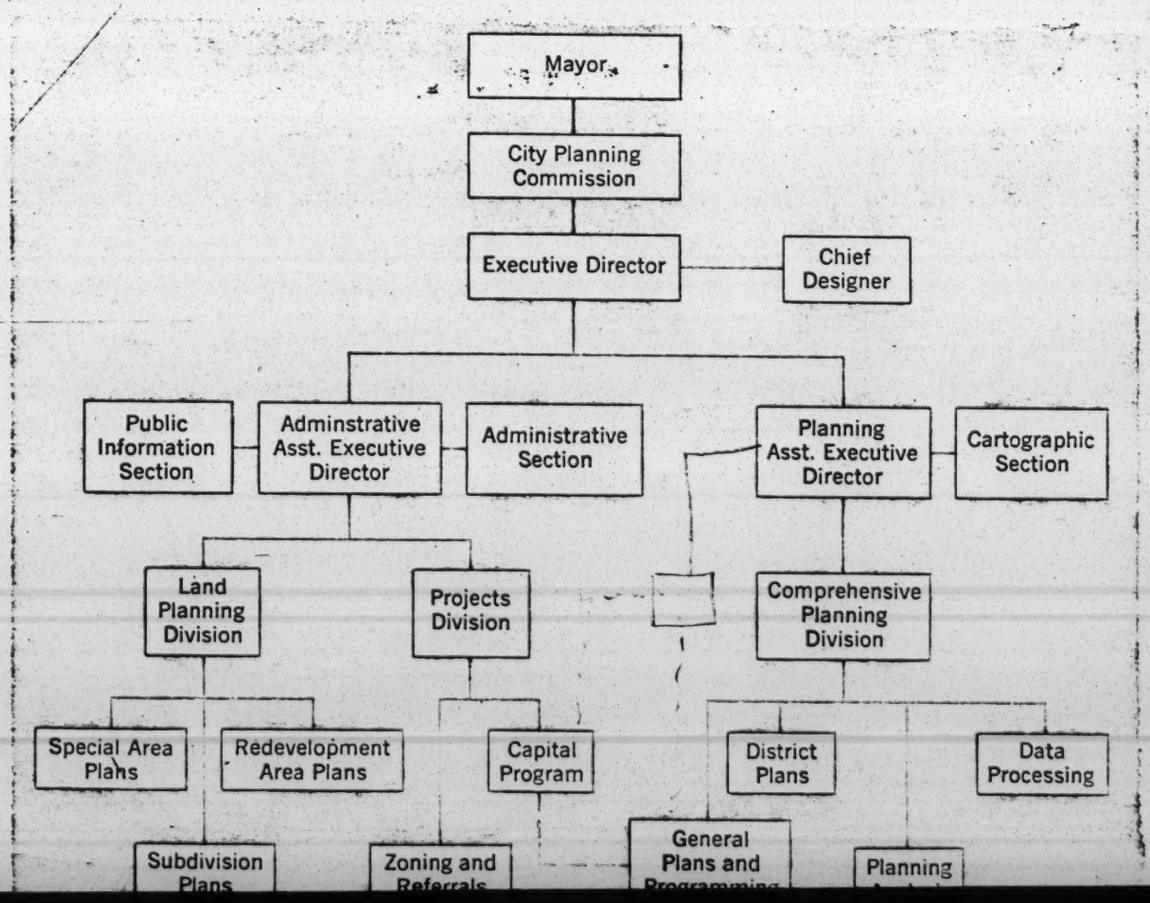
Continuing Process

A periodic update of contingency plans is necessary because of the changing situation as neighborhoods undergo racial change or as black housing demand changes.

Organizing to Effectuate the Planning Process for Racially Changing Neighborhoods

Obviously a process of little value if there is no way to use it. One possible method of effedtuating a planning process for racially changing neighborhoods is to incorporate a new operating dividion into a city's planning department or division , similar to athe land use control division.

Figure ___ shows one of many different organizational structures for planning commisiions. A division for neighborhood stabilization or " contigency planning " might be installed so as to bear on both the capital program on general plans and programming.



Typical Programs in Contingency Plans

While each neighborhood contingency plan should be based on the best estimate of a particular situation , certain programs will needed in most contingency plans. These include programs to slow the rate of racial transition , to stabilize racially changing neighborhoods and to affect some of the city-wide factors which undermine the purpose of the contingency plan.

Slowing the Rate of Racial Transition

If the rate of racial transition is slow the problems evolving from transition may be less severe and there will be more time to plan for the changing needs of the residents. For example, transition might result in the need for a new school but if the need develops in ten years rather than in two years there is an opportunity to plan for providing the school when the need materializes.

A program to slow the rate of racial transition , incorporated into a neighborhood contigency plan , might be designed so as to organize a neighborhood to deal with those neighborhood factors that influence the rate of transition. The factors , as shown in Figure ___ of Chapter II are the " ripeness " of the neighborhood, the new black residents , the white residents who leave and those white citizens who refuse to move into a racially changing neighborhood.

Neighborhood Organization

Most of the neighborhoods which have undergone rapid racial change and then experienced a slowing of change had active citizines organization established for the purpose of creating stable integrated neighborhoods. Any program to slow the rate of racial transition in a neighborhood would probably need such an organization.

" Ripeness "

A neighborhood's " ripeness " for racial transition is dependent on proximity to existing black neighborhoods and the relation of the type of housing in the neighborhood to the type

of black housing demand. Both of these elements are not readily subject to manipulation.

Some efforts have been made to reduce proximity by isolating " ripe " white neighborhoods from black neighborhoods, by such methods as closing streets connecting ~~area~~ neighborhoods. Generally where this has been done the purpose was not to slow transition but to prevent any black citizens from moving into the white neighborhood. However since these isolating tactics have not usually been sucessful in excluding black citizens it is unlikely they could be successful in slowing down the rate of racial transition.

Sometimes after a neighborhood starts to undergo racial transition there is an attempt to modify the type of housing in the neighborhood to match some predominate type of black housing demand. Usually this is subdividing of single family dwelling units into multi-family. This element in the rate of racial transition is certainly subject to manipulation and control. City permits for such conversions can be denied and surveillance of the neighborhood can be maintained to detect and rectify illegal conversions.

New Black Residents

The new black residents of a transition neighborhood result from black housing demand which is a factor external to the neighborhood. However the relation of the socio-economic status of the new black residents to the status of the white residents is internal to the neighborhood and is a factor that can affect the rate of racial transition.

According to McEntire in Residente and Race the departure of white residents is further stimulated if the black residents are not of equal or higher socio-economic status.

While this factor may not be subject to manipulation , in those cases where the black residents are of equal or higher status it should be possible to make the white residents aware of the situation.

Departing White Residents

Once transition starts each departing white family is usually replaced by a black family, therefor the rate at which whites depart is almost synonomous with the rate of racial transition. Slowing the rate at which white residents depart is crucial to slowing racial transition.

Any attempt to slow the rate of depating white white residents should be made early in the transition period , before panic develops or before many white residents have decided to move away.

Perhaps the greatest stimulate of panic in a transitional neighborhood are real estate brokers who solicite sales from white homeowners by suggesting that the neighborhood is becomming predominately Negro. This practice is illegal but the law is easily circumvented by not alluding to race directly but sill conveying the idea. A possible measure to prevent this practice is state legislation to prohibit all real estate solicitations is designated newly integrated neighborhoods.

Another panic associated factor is the prospect of declining property values. White homeowners acting in fear that values will decline flood the market by placing many houses on the market,

hence fulfilling the prophesy that prices will decline. A program of education of the white homeowners might be helpful. Another possible measure is a government program of carefully administered price supports in designated neighborhoods. This would again require state legislative action but it might provide the assurance needed to avoid panic selling.

Explanation needed

Ofcourse there is no assurance that the measures which might successfully avoid a painic in one neighborhood might stimulate a panic in another. For example the designation of a neighborhood for prohibition of real estate solicitations and housing price supports might arrose an otherwise apathetic neighborhood which is unconeerned about new black neighborhs.

Lack of White Residents Moving Into the Neighborhood.

The lack of white residents moving into a transition neighborhood is a factor in the rate of transition. Obviously if some of the white residents who move out are replaced by new white residents the rate of transition will be slower. Several measures might be taken to encourage white housing demand in neighborhoods in the early stages of racial transition.

Apparantly any effort to stimulate white housing demand should be made while the percentage of black residents is low. According to Eleanor Wolfe there is a " willingness to enter " percentage of black residents above which most whites will refuse to move into a neighborhood. Ofcourse there is little way of determining what this percentage might be in any particular neighborhood and wheter the " willingness to enter percentage " can be modified.

A 1960 study by Rapkin and Grigsby of white residents who moved into racially mixed neighborhoods shows that most of the whites were motivated by the convenience of the neighborhood, proximity to business or employment, proximity to family and friends or the suitability of the particular house. Hence any effort to stimulate white demand in racially changing neighborhoods might stress these factors and perhaps others such as the quality of schools serving the neighborhood.

One factor that eliminates potential white housing demand is the practice by real estate brokers of not showing listings to white customers in racially changing neighborhoods. A recent study by shows that many real estate brokers assume white clients are not interested in such housing. While this practice is not exactly racial discrimination it is certainly a marketing practice based on race. Any attempt to modify this practice would probably require the voluntary cooperation of realtors.

City-wide ~~Factors~~ Program

The causes of racial transition are city-wide and therefore efforts to slow down the rate of transition or stabilize one neighborhood must also bear on these causes. It is also important to remember that stabilizing a transitional neighborhood deprives black residents of an opportunity to obtain housing in that neighborhood and therefore alternative housing opportunities must be provided.

The city-wide causes of racial transition are shown in Figure 2 of Chapter II. These include rising black housing demand,

a deterrence preventing black citizens from obtaining generally available housing , and the lack of new housing built in areas not subject to this deterrence.

Rising Black Housing Demand

Rising black housing demand is a city-wide cause of racial transition of white neighborhoods and may well be a nation-wide cause considering the migration trends of black Americans to large cities. This demand is sometimes a healthy sign of increasing black incomes or the formation of new families. But it may also be a reflection of the growing inadequacy of housing occupied by black residents.

One particular cause of black housing demand which bears heavily on neighborhoods undergoing racial transition is that created artificially through the removal of black occupied housing for expressways or urban renewel. The impact of this demand can be large and materializes quickly.

Any program to slow the rate of racial transition in one or more neighborhoods of a city should involve surveillance of projects which might artificially stimulate black housing demand and place more pressure on racially changing neighborhoods. If a project is shown to have a likely impact on efforts to slow transition modifications in the project should be proposed.

Deterrence

If black citizens are deterred from obtaining generally available housing throughout a city , rising black housing demand may focus on those neighborhoods which are opening up to black residents. In order to slow the rate of racial transition in a

it is desirable to avoid the focusing of rising black housing demand on the area. This requires a city-wide effort to elimate discrimination in the sale and rental of housing and to encourage black citizens to take advantage of declining discrimination.

Racial discrimination in the sale and rental of housing is illegal under Federal law and under Fair Housing Legislation of several States and cities. The 1960 Civil Rights Act , along with the 1964 Supreme Court case of Jones vs. Alfred H. Mayer Company, based on the Civil Rights Act of 1866 , clealy show such discrimination to be illegal.

The effectiveness of this recently established Federal Law in eliminating discrimination and in relieving pressure from transition neighborhoods is unproven.

There are some measures that a city might take to increase the possibility of effectively eliminating housing discrimination. For example building permits and subdivision applications could be approved subject to a legally binding pledge of compliance with Federal anti-discrimination laws. Hence any violation would be in effect a breach of contract and could be expidited quicker than proceedings based on a violation of Federal law. Real Estate brokers liscened by theState could be subject to similar provisions.

Encouraging black residents to take advantage of reduced discrimination may be more difficult than elimnating discrimination. There may be a variety of reasons why black citizens may not choose to move into neighborhoods from which they have been excluded. Positive action to assist black residents wishing to exercise their

right to live where they choose has been taken by such organization as the American Friends Service Committee. The purpose of such organizations is generally to (1) help financially able black families locate available housing in white neighborhoods , (2) to present facts to such black families that will allay their fears, (3) To encourage and assist white neighborhood groups in welcoming new black neighborhors and (4) to insure that such newly integrated neighborhoods will not become subject to racial transition.

Such organizations might be especially effective in slowing the rate of racial transition in affected neighborhoods if they concentrate on developing alternatives for black potential homebuyers. A concentrated effort could be made to introduce black residents in neighborhoods of similar housing quality and general desirability as neighborhoods undergoing racial transition. The cooperation of all realters would be vital to such an effort.

Lack of New Housing in Areas Open to Black Citizens

If a substancial amount of new housing were available in areas of a city normally open to black citizens some of the black housing demand might be diverted from transitional neighborhoods. But such areas of a city are normally contiguous to existing black neighborhoods. These neighborhoods are usually centrally located in the developed section of a city where there is little land available for housing development , even if some developer were interested in such projects.

Generally Available Housing

One factor which enables racial transition is the existence of generally available housing , but not to black citizens , to which fleeing white residents can move to from transition neighborhoods. Any shortage of such housing might slow the rate of racial transition. But an attempt to limit housing to slow transition is not feasible and would merely aggrevate the housing shortage existing in most cities.

Of course one method to limit the availability of such housing to fleeing whites is to effectively encourage black citizens to obtain such housing. Such an effor would act against the speed of racial transition of a neighborhood in two ways; (1) by relieving and dispersing black housing demand and (2) by limiting the supply of available housing to which whites can flee but also not aggrevating the housing shortage.

Stabilization Program

If the rate of racial transition becomes negligable the neighborhood stabilizes. The problems that develop in a stabilized integrated neighborhood , due to racial change , might be less severe or not actually develop because the needs of the residents would change less than if transition were complete.

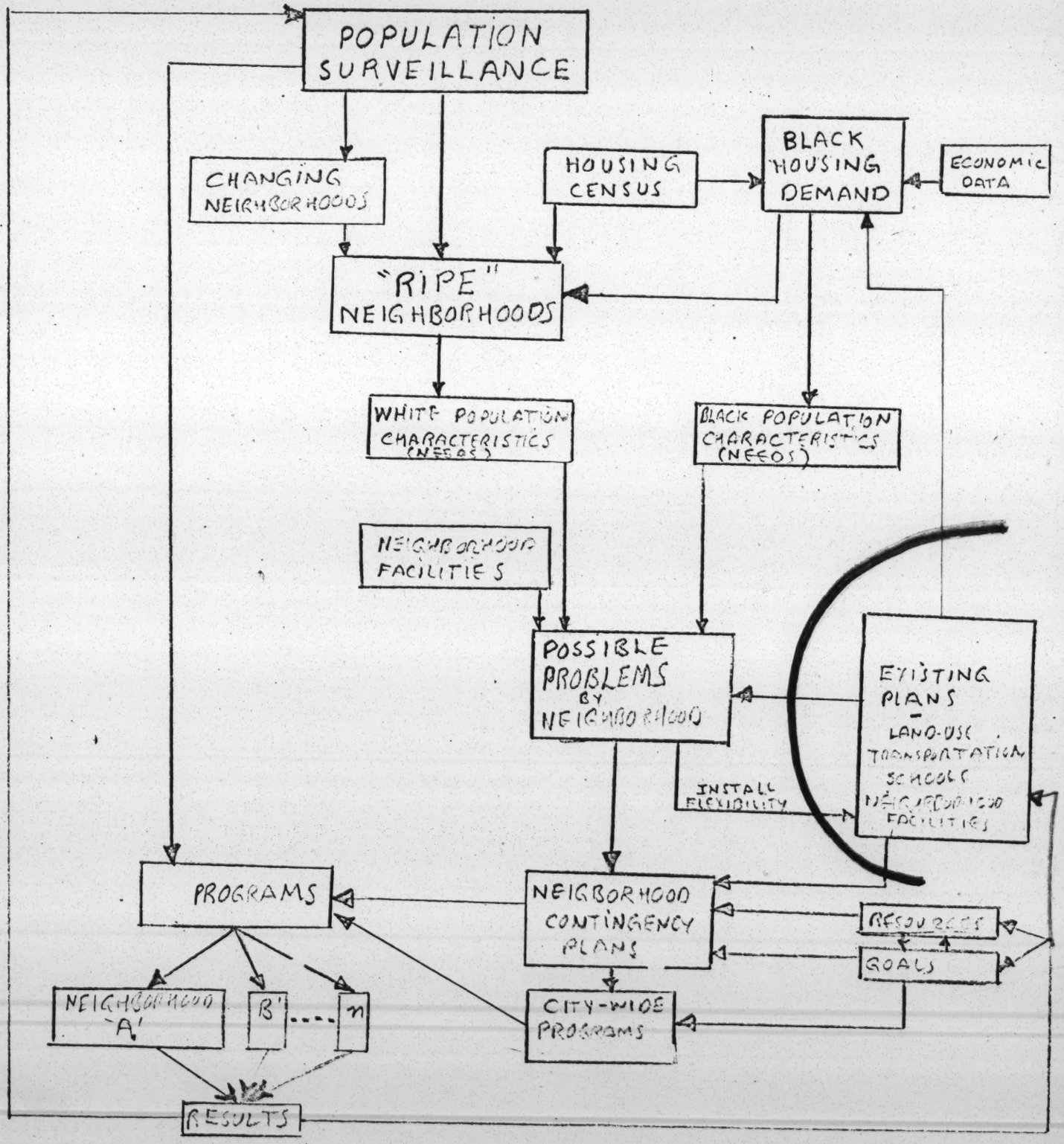
Allof the measures that can be taken to slow racial transition are applicable to efforts to stabilize a neighborhood. On measure, maintaining white housing demand , is desirable for slowing transition but is absolutely essential crucial for stabilization. Since white residents will continue to leave a neighborhood after it stabilizes , for such natural reasons as job changes , family phase changes and income changes , maintaining white demand is essential. If these white residents are not,on the average, replaced by an equivalent number of white residents the neighborhood will slowly undergo transition.

Even after a neighborhood stabilizes it may be subject to future reoccurances of rapid transition . Housing demand may change and a stabilized neighborhood may again become " ripe " for transition.

Efforts to establish so-called " benogn quotas " in stabilized neighborhoods have been attempted in several neighborhoods and housing developments. Such efforts are generally stiffled by serious problems, including the fact that they are illegal. Problems include deciding what the quata percentages should be , who should decide what the percentages should be , who enforces the quoatas and by what means,

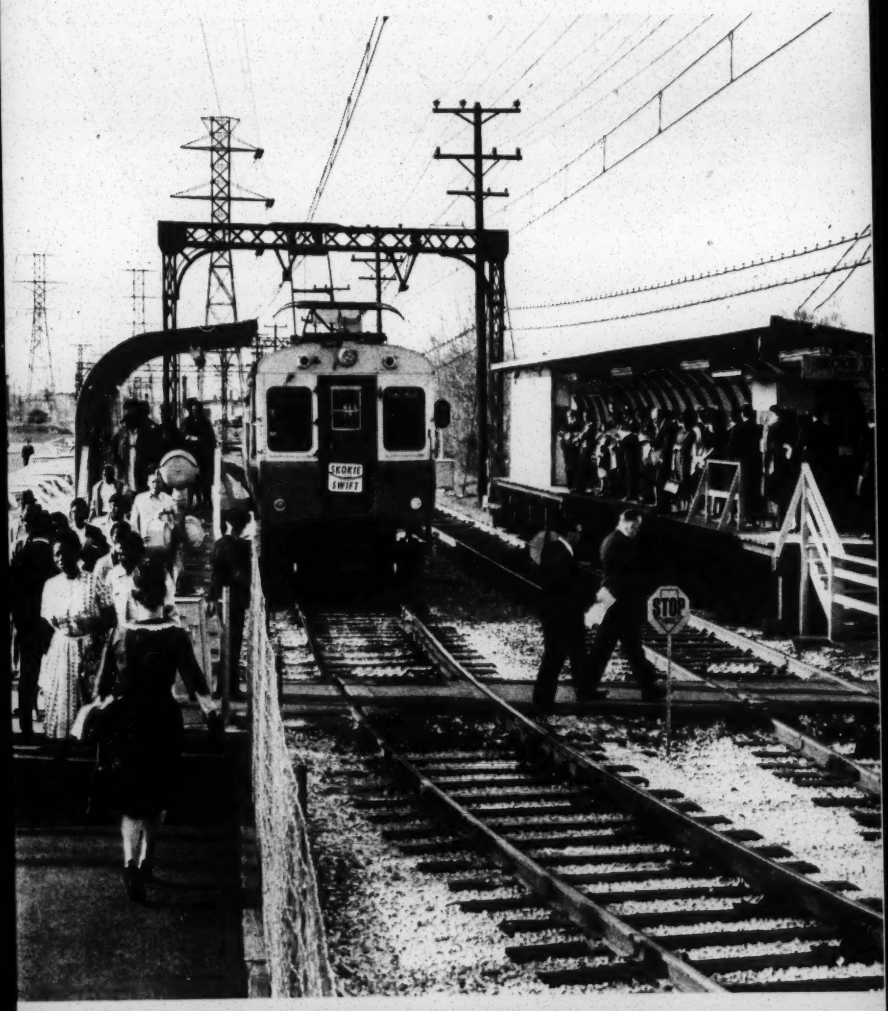
Quotas may also be merely superficial to the actual problems in maintaining stabilization. For example in Fairview Connecticut a system of benign quotas was established by a citizens group of white and black residents. The problem was still maintaining white demand and the group was taken to court for discriminating against

PLANNING PROCESS FOR RACIALLY CHANGING NEIGHBORHOODS



HUD HOUSING AND URBAN DEVELOPMENT NOTES

JULY - AUGUST 1967



"SKOKIE SWIFT"--SUCCESS STORY

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RAPID TRANSIT PROGRESS

METROPOLITAN ATLANTA RAPID TRANSIT AUTHORITY

"MARTA REPORTS TO THE PEOPLE IT SERVES . . ."

DECEMBER 1966
VOL. 1, NO. 3

PBTB, MARTA DIRECTORS MEET IN ATLANTA

Eight members of the board of directors (Board of Control) of Parsons-Brinckerhoff Tudor-Bechtel, engineering consultants to the Metropolitan Atlanta Rapid Transit Authority, met in Atlanta with the MARTA board of directors December 5. Both boards of directors received a briefing on the status of development of the Atlanta rapid transit system.

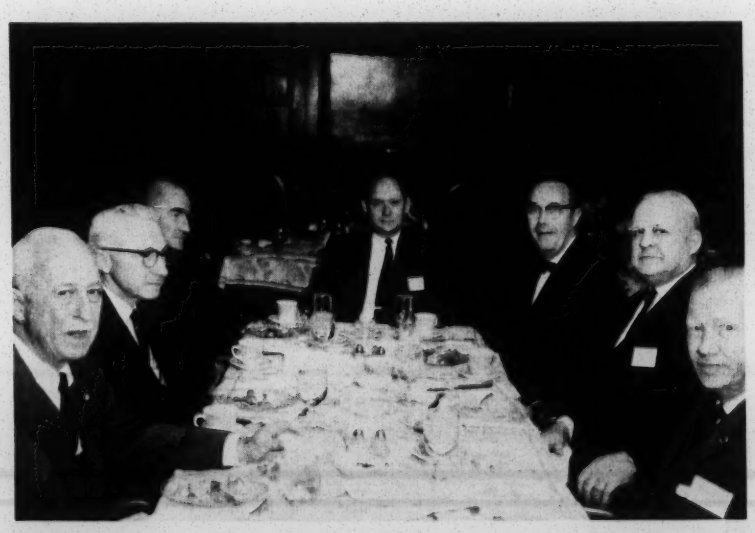
Members of PBTB attending were W. S. Douglas, Senior Partner, Parsons Brinckerhoff, Quade and Douglas; M. Den Hartog, Partner, Parsons Brinckerhoff, Lord & Den Hartog; W. O. Salter, Vice President, PBQ&D, and director of the MARTA project; J. R. Kiely, Senior Vice President, Bechtel Corporation; John P. Buehler, Vice President, Bechtel Corporation; Louis Riggs, President, Tudor Engineering Corporation; Stan Froid, Vice President, Tudor Engineering Corporation; and W. A. Bugge, Project Director, PBTB.

The PBTB board members attended the December board meeting of MARTA directors, then entertained MARTA directors at a dinner meeting where the system was discussed in further detail.

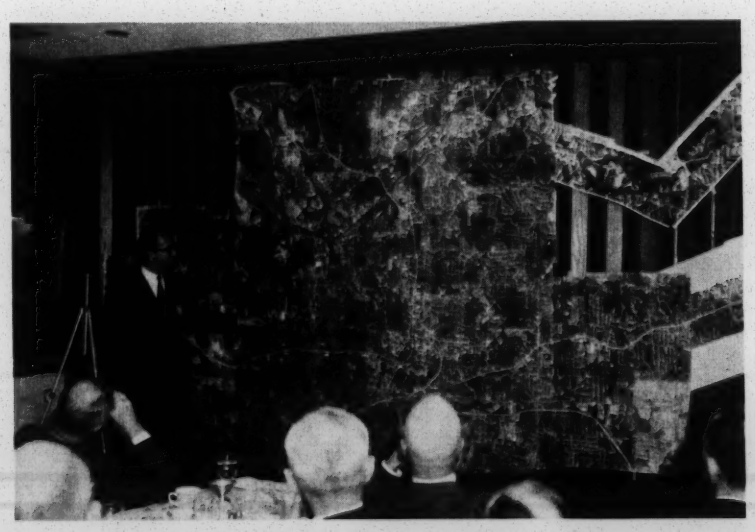
John Coil, PBTB Resident Manager in Atlanta, escorted the PBTB directors on tours of the various lines under consideration for the Atlanta system, including the railroad "gulch" area downtown, where Transit Center will be located.

The Atlanta PBTB staff showed aerial photographs of the area, and discussed various alignments of the system lines. Several proposals for subway locations and levels were outlined.

Phil Hammer, of Hammer, Greene, Siler Associates, discussed several methods of financing the first two phases of the Atlanta System. Under the basic plan, predicated on maximum federal and state aid, local funds of approximately $100 million would be required for the two principal lines to be constructed for about $310 million. If the local part is received through 30-year revenue bonds, the maximum tax cost would be about two mills in Fulton County where assessments are lowest, and less in the other governments participating in MARTA.

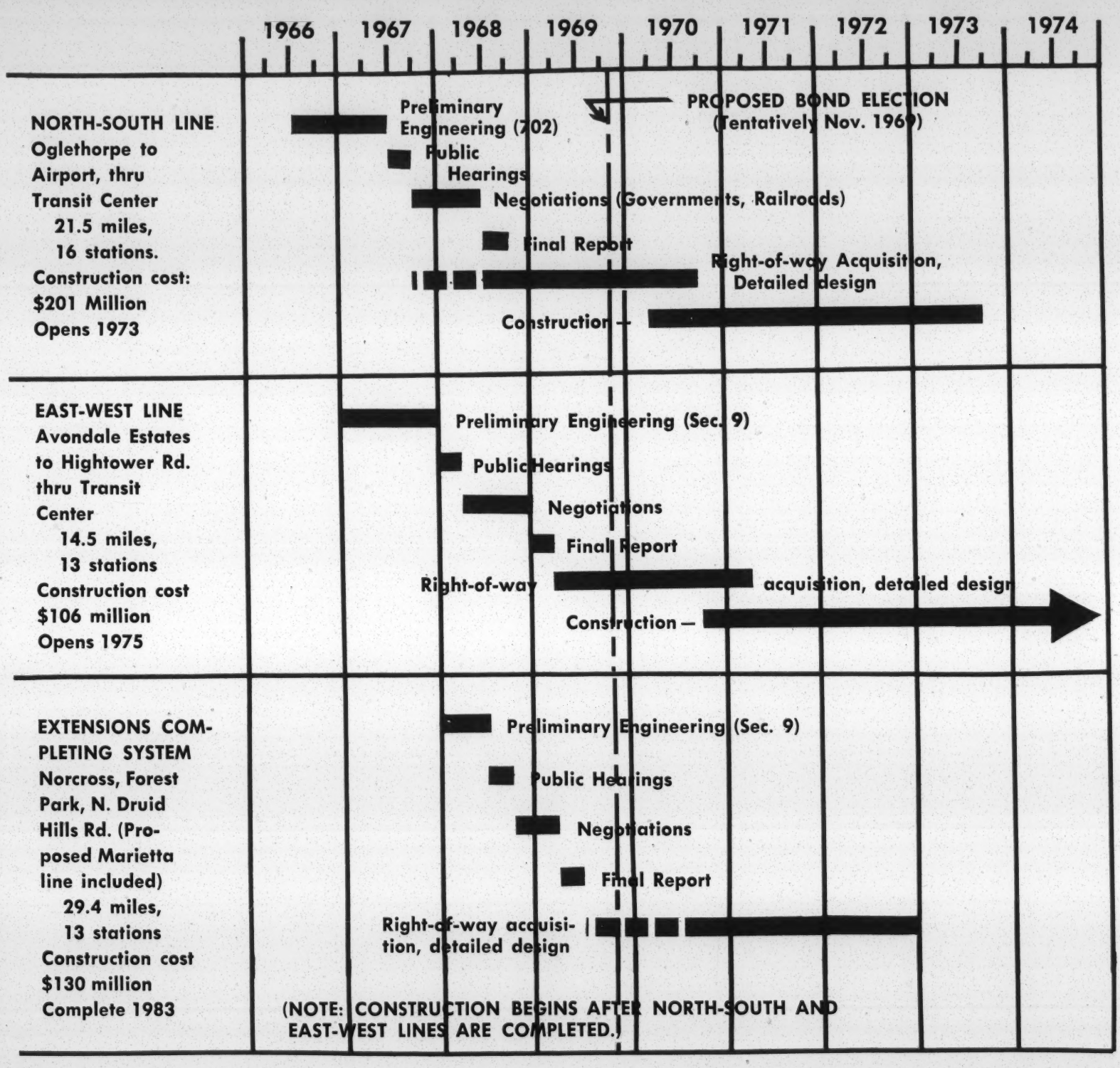


Richard H. Rich (left), MARTA Chairman; Stan Froid, Tudor V-P; Martin Den Hartog, PBL&DH; Win O. Salter, PBQ&D V-P; Henry L. Stuart, MARTA General Manager; W. A. Bugge, PBTB; W. A. Pulver, MARTA Director.



Ray O'Neil, PBTB Deputy Resident Manager explains route alignments on aerial mosaic map.

RAPID TRANSIT SYSTEM DEVELOPMENT SCHEDULE

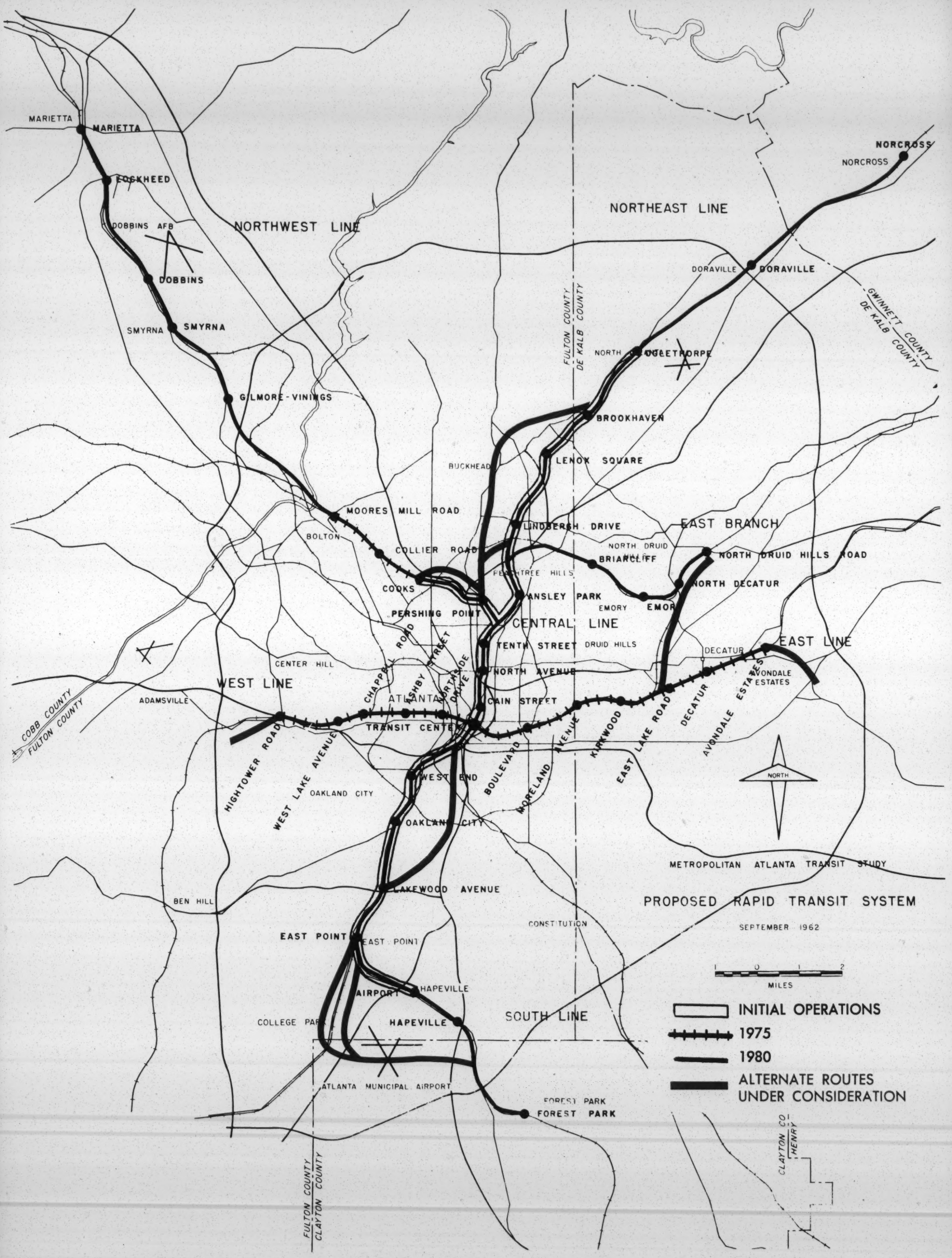


The above chart and the map on the opposite page outline some of the work being done and plans for the future development of the rapid transit system in Metropolitan Atlanta.

The chart shows a "working schedule" rather than a precise timetable, and is subject to change. On the North-South line, "Preliminary Engineering (702)" is financed with a loan under Section 702 of the U. S. Housing Act of 1954. "Preliminary Engineering (Sec. 9)" anticipates approval of an application under Section 9 of the Mass Transportation Act of 1966 for $369,333. These funds will also provide for planning to extend East-West line on each end to I-285 perimeter expressway.

The beginning of "Acquisition of Right-of-way and detailed design" of the North-South line is based on the prospect of state funds and additional federal funds. With the passage of Constitutional Amendment 14 in the November General Election, the state can now appropriate funds to assist in rapid transit development. If the new General Assembly approves such an appropriation, application will then be made for four times the amount in federal funds. If such funds become available, purchasing of right-of-way and drafting of detailed designs could begin after July 1, 1967. Initial work would likely begin on Transit Center in downtown Atlanta, where the North-South and East-West lines will cross.

On the map on the opposite page, the lines of the original 1962 plan are in black; the green lines show alternate lines being considered. Final lines will be determined in 1967.


MARIETTA
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GILMORE-VININGS
NORTHWEST LINE
NORTHEAST LINE
NORCROSS
NORCROSS
DORAVILLE
DORAVILLE
FULTON COUNTY
DE KALB COUNTY
GWINNETT COUNTY
DE KALB COUNTY
NORTH
BROOKHAVEN
BUCKHEAD
LENOX SQUARE
MOORES MILL ROAD
BOLTON
COLLIER ROAD
LINDBERGH DRIVE
EAST BRANCH
NORTH DRUID HILLS
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BRIARCLIFF
PEACHTREE HILLS
COOKS
ANSLEY PARK
NORTH DECATUR
EMORY
EMORY
PERSHING POINT
CENTRAL LINE
TENTH STREET
DRUID HILLS
DECATUR
EAST LINE
CENTER HILL
WEST LINE
NORTH AVENUE
AVONDALE ESTATES
ADAMSVILLE
ATLANTA
CAIN STREET
TRANSIT CENTER
COBB COUNTY
FULTON COUNTY
CHAPPELL ROAD
ASHBY STREET
NORTHSIDE DRIVE
HIGHTOWER ROAD
WEST LAKE AVENUE
BOULEVARD
MORELAND AVENUE
KIRKWOOD
EAST LAKE ROAD
DECATUR
AVONDALE ESTATES
NORTH
WEST END
OAKLAND CITY
OAKLAND CITY
METROPOLITAN ATLANTA TRANSIT STUDY
LAKEWOOD AVENUE
BEN HILL
PROPOSED RAPID TRANSIT SYSTEM
SEPTEMBER 1962
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AIRPORT
HAPEVILLE
HAPEVILLE
SOUTH LINE
COLLEGE PARK
INITIAL OPERATIONS
1975
1980
ALTERNATE ROUTES
UNDER CONSIDERATION
ATLANTA MUNICIPAL AIRPORT
FOREST PARK
FOREST PARK
CLAYTON CO
HENRY
FULTON COUNTY
CLAYTON COUNTY

METROPOLITAN ATLANTA RAPID TRANSIT AUTHORITY

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ATLANTA, GA. 30303 · PHONE 524-5711

"DIRECTED BY THE GEORGIA STATE LEGISLATURE TO DEVELOP A RAPID TRANSIT SYSTEM FOR THE 5-COUNTY METROPOLITAN ATLANTA AREA."

Edited by KING ELLIOTT

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HENRY L. STUART, *General Manager*
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H. N. JOHNSON, *Secretary to General Manager*

MARTA ACTION

In the December meeting, the MARTA Board of Directors re-elected present officers to another one-year term. Richard H. Rich will continue to serve as MARTA Chairman, and Roy A. Blount as Vice Chairman.

The board also approved the budget for 1966. Total income and unappropriated surplus are expected to be $810,871.98; total expenses will be $764,448.00; a surplus of $46,423.98 is anticipated.

The income anticipates approval of a pending application for a federal grant under Section 9 of the Mass Transportation Act of 1966. The application is for $369,333, of which $276,000 would be spent in 1967, and $93,333 in 1968. The local support from Atlanta and Fulton, DeKalb, Clayton, and Gwinnett counties remains the same as 1966—$300,000 on a pro rata basis.

The 1967 budget will provide funds for completion of the preliminary engineering on the North-South line; for most of the preliminary engineering on the East-West line; additional work on the North-South line; Rapid Transit Corridor Impact Study; a study of the impact of the proposed system on the Atlanta Transit System; and other work.

RAPID TRANSIT BRIEFS

A study committee of the Georgia House of Representatives has been briefed on the status of rapid transit in Atlanta. On December 9, MARTA General Manager Henry L. Stuart and Rep. Jack Ethridge, legal counsel for the Authority, appeared before the State of Local Governments Study Committee.

Rep. Ethridge pointed out that rapid transit is going to benefit residents of many counties outside the area encompassed by the Authority itself. He stated that, in several nearby counties, more than half the people who have jobs are employed in Atlanta, and could be expected to drive to the nearest rapid transit station to "park and ride."

Stuart discussed the system itself, its cost, and methods of financing the work. He noted that through 1966, local governments had spent $790,000 from local funds on the project, and $730,000 in federal funds. He said that while the state has not been able to participate financially in the project, passage of Amendment 14 in November will now allow the state to take part. He stated that he is "encouraged" in his belief that the next budget will include an allocation for rapid transit.

RAPID TRANSIT PROGRESS

METROPOLITAN ATLANTA RAPID TRANSIT AUTHORITY

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DECEMBER 1966 • VOL. 1, NO. 3

MEMO FROM THE DESK OF:

Marvin Wall

MS —

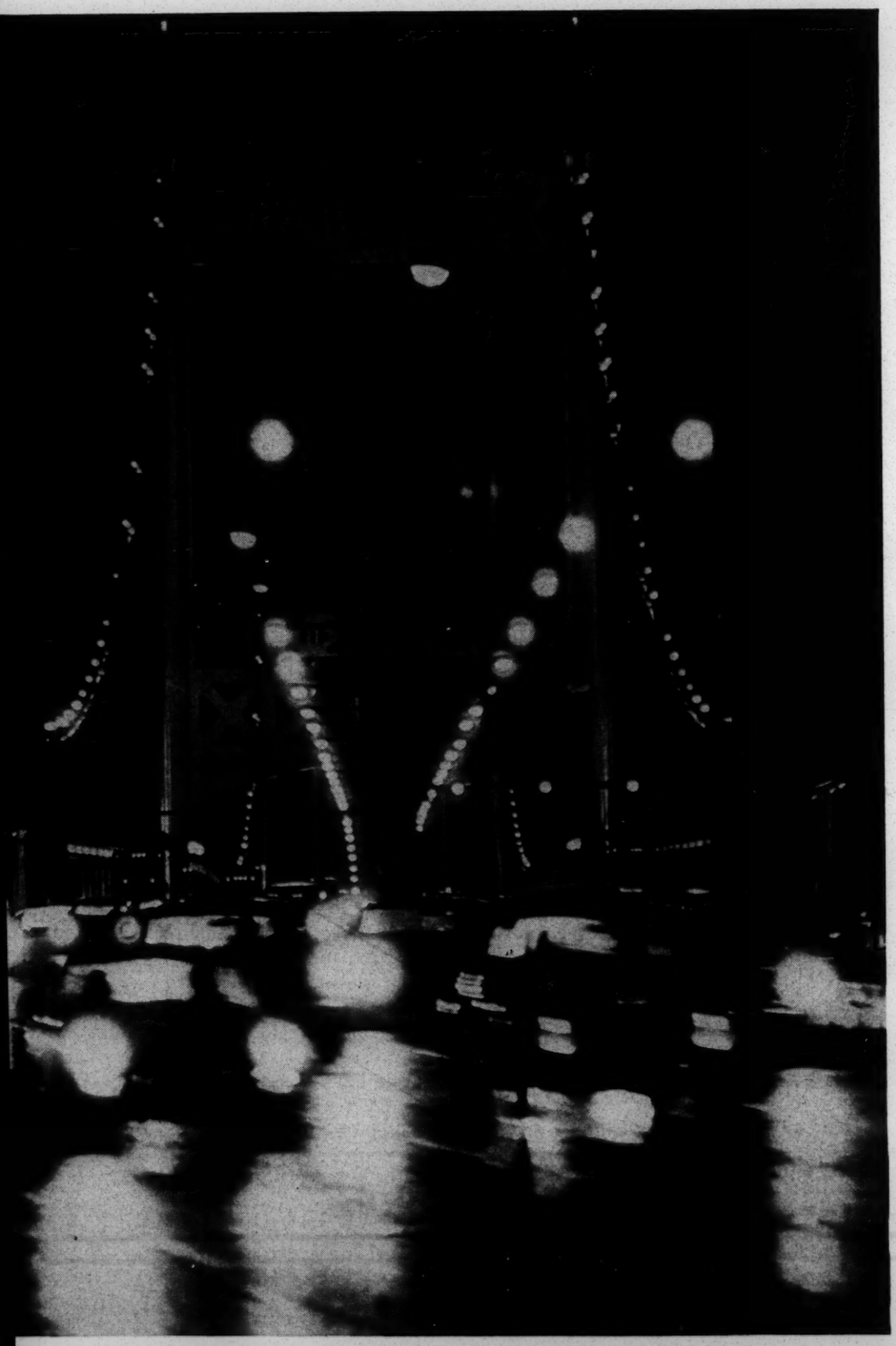
Lunaportation

FYI

MW

Saving New York from strangling

That's the job of the new Metropolitan Transportation Authority, which has been given the money to coordinate and rationalize all methods of moving people



Triborough Bridge tolls are among the revenues the new transportation agency expects to use for such purposes as maintaining New York City's 20¢ fare.

Getting around in greater New York has been at best a problem and at worst a calamity that has inspired cartoonists to some of their funniest efforts. If New Yorkers couldn't solve their transportation problems, at least they could laugh at them.

But in the future, getting around should be considerably less frustrating—if the new Metropolitan Transportation Authority lives up to expectations. MTA is a superagency, the first of its scope in the nation, designed to pull together and integrate all kinds of transportation for an entire region.

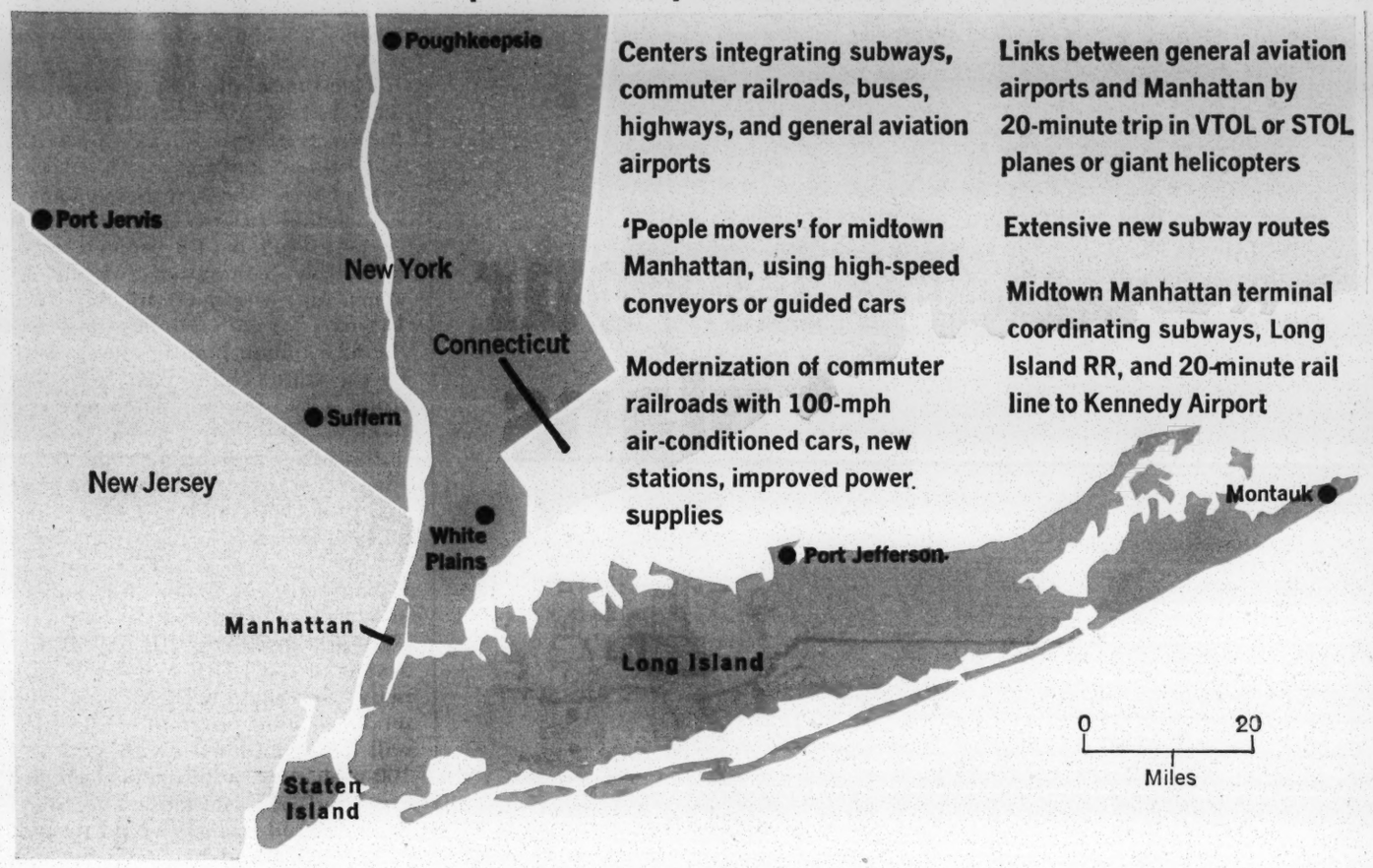
New York Governor Nelson A. Rockefeller says MTA is unique. "For the first time in the history of the state or of the country, we have a master plan . . . to get maximum efficiency in the movement of people at the lowest cost to the taxpayer."

The new agency has extensive powers to unify mass transportation facilities in New York City and seven neighboring upstate and Long Island counties. It has a broad charter to coordinate the movement—on land, water, and in the air—of 4-million people daily into the central business district. It has a capital construction program of over $1-billion already financed. That gives MTA both a man-sized job and the muscle it needs to get it done.

The setup. MTA started life last week with 50,000 employees and $600-million in annual revenues—acquired by absorbing the New York City Transit Authority and the Triborough Bridge & Tunnel Authority, along with the Long Island RR acquired by a predecessor agency. Already, MTA rivals in importance the region's other transport superagency, the 40-year-old, bi-state Port of New York Authority.

The two agencies are intended to cooperate rather than compete, although both operate highway, rail, and aviation facilities. "Our jurisdictions do not overlap," says Dr. William J. Ronan, former secretary to Governor Rockefeller, who is chairman of the new agency and a New

What New York's new transportation empire would offer



York appointee to the PA board.

MTA operations will inevitably be closely watched by other cities. If only because of their size and complexity, they will set patterns to be pondered in other areas.

Toll surpluses. One possible trendsetter is the proposal to marry the heavy deficits of the subways to the large profits from bridges and tunnels. Using highway tolls for general transit purposes is a device that has been regarded with notable distaste by Triborough's long-time chairman, Robert Moses. But it is a solution to transit financing problems that has won increasing favor among city planners.

Legislation establishing the MTA as the successor to the Metropolitan Commuter Transportation Authority (created in 1965 to acquire the Long Island RR) and giving the agency the power, as of Mar. 1, to absorb both the Transit Authority and Triborough was passed last year by the New York legislature. Later, Triborough bondholders sued to prevent the takeover. An out-of-court settlement last month removed this last obstacle to unification of the agencies.

The settlement forbids MTA to use Triborough surpluses until Triborough's bonds are either paid off or amended. However, if two-thirds of the bondholders consent to removal of this stipulation in exchange for an increase in interest rates, MTA will be free to use the surplus funds as it sees fit. The agency expects to get this bondholder consent, which will firmly establish the principle of using auto tolls for mass transit.

Cooperation. Although MTA's jurisdiction is limited to the 12 counties in the metropolitan area that lie within New York State, the agency has worked closely with Connecticut authorities to keep New Haven commuter service operating and may someday work out a similar program with New Jersey.

Like most conglomerate business giants, which in many ways it resembles, MTA consists of a headquarters staff and a group of semi-autonomous operating divisions.

MTA sees the headquarters function as management, not operations. It makes policy decisions but gives responsibility for carrying them out to its components.

The organization would be swamped by its own complexity, Ronan says, if it tried to merge physically all of its diverse elements. In labor relations, Ronan points out, the different components have entirely different problems. The Long Island RR deals with 20-odd craft brotherhoods, usually negotiates as part of an industrywide team, and is under jurisdiction of the federal Railway Labor Act. The Transit Authority, on the other hand, has an industrial union, is under state jurisdiction, and its workers are covered by city civil service. Triborough has different labor problems.

'Holding company.' MTA's immediate predecessor, MCTA, which has been running the LIRR since 1965, was, as Ronan puts it "a holding company running a railroad."

This set the basic pattern for the new agency. When MCTA acquired the railroad, the agency's board, with its own staff, took responsibility for fitting the railroad into a total metropolitan transportation plan.

MTA and MCTA have operated the Long Island without raising fares. But if a fare increase were necessary, MTA has a privilege denied to private lines: It could raise fares on its own initiative, without consulting either the state Public Service Commission or the Interstate Commerce Commission.

LIRR is now seeking increases of 7¢ to 10¢ a ride, partly because of failure to collect community assessments for station maintenance. But MTA still holds that capital improvements need public funds and can't be met from fare box rev-

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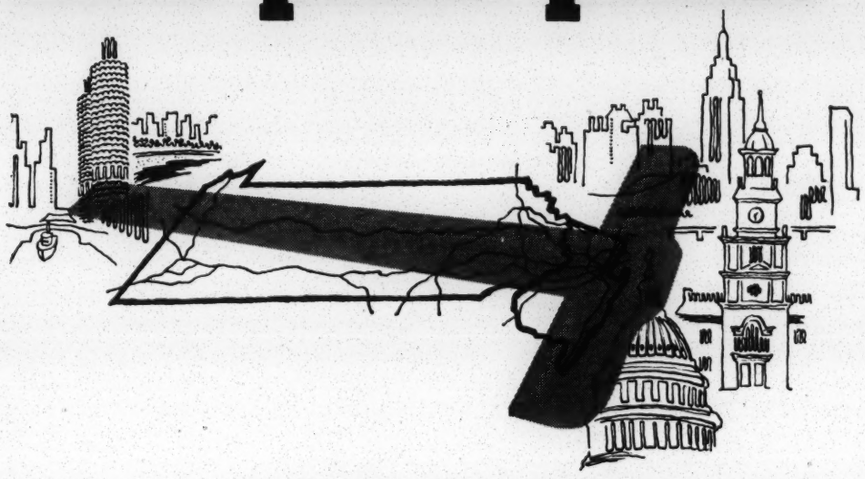

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enues. MTA wants to hold fares down, Ronan says, "particularly since we want to attract new riders while we're modernizing."

Two-phase plan. Last week, two days before MCTA became MTA, Ronan presented Rockefeller with a $2.9-billion modernization plan, in two phases. The first phase, consisting of high-priority projects, would cost $1.6-billion. Its projects would be "fully committed within five years, and totally completed within 10 years." Funds would come from the $2.5-billion bond issue approved by the state's voters last November, from city funds matching state money 25%-75%, from existing authorities, and from federal aid. Phase two, an extension of the phase one projects, would cost $1.3-billion, at 1968 prices.

For its money, MTA and the region will get major new subway and commuter railroad construction—the first in 30 years. It will also get a spur of the LIRR to John F. Kennedy International Airport. The modernization program of the LIRR will be completed, with 350 new 100-mph cars, additional electrification, and new stations. The Staten Island Rapid Transit would be completely renovated, as would the commuter service of the New Haven, the Penn Central service in New York State, and the New York portions of the Erie Lackawanna. These projects would probably require transfer of ownership—state law prohibits using public funds for the benefit of private corporations. The railroads would then provide operation under a service contract.

Midtown center. In east midtown Manhattan at 48th St., a new transportation center would coordinate existing and new subways with a new LIRR terminal and a midtown people-distribution system of conveyors or guided cars, to be added in phase two. The transportation center would be a midtown terminal for Kennedy airport. Travelers could check in, deposit baggage, and be carried by rail in 20 minutes to the airport.

What has happened on the LIRR, under MCTA, is a good indicator of what is likely to happen to other agencies under MTA. MCTA brought a new approach to rail transit. "We asked ourselves as a board of laymen," Ronan says, "what railroad service should be to be attractive to the passengers of tomorrow. The decision was that running times would need to be cut in half for which we needed entirely new designs.

"We told a team of designers what we wanted," Ronan says, "and they

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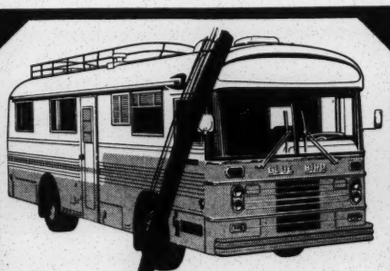

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came up with it." (Critics of the Transit Authority's present extensive subway carbuilding program have contended that cars are "new" in name only, and that they perpetuate design mistakes made 60 years ago.)

New cars. What MCTA wanted for Long Island was an air conditioned car that would accelerate faster than a subway car, would cruise at 100 mph, and would load and unload quickly through subway type doors. Two hundred seventy cars are being built to this design, with delivery of the first 14 scheduled for September. MTA is also looking for light-weight, self-propelled cars for use on non-electrified lines. "It doesn't do any good to have 100-mph trains," Ronan says, "if they get stuck behind 50-mph trains for most of their trip."

MTA's responsibilities extend beyond transit. It is negotiating to buy Republic Airport at Farmingdale, Long Island. This will then be leased to an operator. "General aviation airports are both necessary for modern business," Ronan says, "and essential to the economy of the region."

Congestion. If all general aviation could be induced to use airports like Republic or its counterparts scheduled to be provided in Westchester and Rockland counties, congestion at commercial airports would be greatly reduced. To make general aviation facilities more attractive, MTA is looking into new developments in helicopters and short and vertical take-off and landing craft that would be able to operate in the prime unused airspace of the metropolitan area—altitudes under 3,000 ft. Using landing pads or short runways built over city waterways, these planes could serve downtown areas from both commercial and general aviation airports.

Ronan thinks travel time from the general airport would have to be about the same as a trip from Laguardia to midtown by cab—about 20 minutes except in rush hours.

Republic will be a pilot project for another of MTA's interests: integrated transportation centers. In addition to expanded air operations, it will integrate feeder buses and mammoth parking lots with improved LIRR service. When the LIRR modernization program is completed five years from now, travelers who arrive at Republic in private planes, private autos, or buses will be able to choose from a 20-minute flight or a 30-minute train ride to get to midtown Manhattan.

"That's what MTA is all about," Ronan says: "integrated transportation for the region." **End**

Atl Const 5-17-67

Real Estate

'. . . Hey, Ain't We Gonna Play My Game No More? . . .'

Real Estate

The Atlanta Constitution

Date

5-19-67

Pulse of the Public

Realtors Have Responsibility

ATLANTA — Several weeks ago the full force of how not to handle racial housing problems was impressed on me. A long time resident of the Cascade Heights area gave me a tour through this beautiful tree-shaded area of nice homes and well kept lawns, completely marred by "For Sale" signs, in clashing colors, in front of at least every third residence.

Letters should be limited to 200 words. They are subject to standard editing.

The next day a former officer of the Atlanta Real Estate Board spoke at a civic luncheon club meeting and, in describing the importance of location in choosing a home, he singled out by name the Cascade Heights section as an area where no real estate should now be bought.

Thus, this prominent real estate man, before an audience of influential business leaders, publicly wrote off, as expendable and not worthy of our consideration, an entire section of Atlanta. He also wrote off the efforts of Southwest Atlantans for Progress. His specialized training should have made him recognize that inherent in this particular area is a great opportunity for his profession to help resolve its problems into a balanced neighborhood.

I can easily understand the problems the Atlanta Real Estate Board has in controlling the actions of its members and others. But it certainly should discourage statements such as was made to this civic club. It would seem to me also that it should publicly disavow blockbusting and that it has a public responsibility to do so by whatever means it can.

Through these actions along with an active campaign of public statements and education dedicated to helping the Cascade Heights area the Atlanta Real Estate Board can be the leader, as it should be, and perform a great public service.

HERBERT C. MILLKEY.

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The Atlanta Constitution

Date

5-26-67

Real Estate

Eugene Patterson

Panic Selling Stings Someone

Atl Const

5-26-67

Lessons important to all Americans are being taught in the wooded, landscaped neighborhood of higher-priced homes in Southwest Atlanta called Cascade Heights. One of the lessons is: How not to get stung in selling or buying a house.

Negroes of education and income levels comparable to those of the middle class white residents are buying homes in Cascade Heights and some of the white people are running.

But others are staying. They are unable to see much point in vacating a convenient neighborhood in which they want to go on living, anchored as it is by the southwest section's stable economic base which is bound to grow, simply because of the color of a neighbor who has earned the same station in life as the whites can afford, and who therefore can't be much different from them.

Yet some real estate men of both races are practicing a subtle incitement of race panic for profit. Ever-so-delicately, letters suggest to white homeowners that their neighbors are selling out and that the honest-John writer is just the agent to find them a buyer, too, while there's still time.

If the white homeowner panics into his palm, and asks the agent to save him with a fast sale, it is possible for the agent to play on his fears, get him to list his house for less than it's worth, and fast-sell a whole lot of such houses with fat commissions on sheer volume.

Or, if he's a crook, it is not impossible for him to devise under-the-table deals to sell higher to an unwary Negro than the frantic white seller knows and pocket a really big profit, derived from white fear and Negro foolishness.

Negro buyers may be getting stung worse than white sellers on the whole, according to Mrs. Xernona Clayton, the able and attractive official of the American Friends Service Committee, one of those working with Southwest Atlantans for Progress (SWAP) in its effort to keep the calm view. "It's not all the agents' fault," she said. "It takes a buyer to make a sale."

Unwary Negro buyers are fair game for agents of both races who tell white homeowners they can sell for big profits if they move now. Some do, and it is the Negro buyer who pays through the nose to put the profit in blockbusting for those agents who split the take with the white sellers.

Somebody loses, and only the agent gets rich, when an artificial climate is deliberately stimulated as some agents are stimulating it in Cascade Heights. But reason and community interest as well as self-interest are getting into the picture now, among white homeowners and prospective Negro buyers alike.

Whites who won't run and Negroes who don't rush can't be hurt as others have been. And the stabilization of a good neighborhood can replace the enrichment of a few agents. In his "Property Values and Race," prepared for the national Commission on Race and Housing, Dr. Luigi Laurenti analyzed 9,900 sales prices over a span of 12 years in neighborhoods of three cities where nonwhites bought homes in previously all-white areas, and found that in 85 per cent of the cases the values of the properties had either showed upward movement or remained stable.

'. . . A Hint Here! A Threat There! Man, We Can Make a Killing off These Neighborhoods!'

CLOSING THE GAPS

By

Xernona Clayton

Mrs. Clayton is Housing Director
for the Atlanta Community Relations
Program of the American Friends
Service Committee

We, as a society, are faced with numerous gaps--I will mention a few:

1) There is an economic gap.

2) There is an educational gap (cultural).

3) There is a housing gap.

Let us deal with these with a few specifics. Here are a few facts about the nature of the economic problem affecting Negroes and we can readily understand where and why the gap. Two out of three Negro families earn less than $4,000 a year. Negroes account for 10% of the labor force, 20% of total unemployment and 30% of long-term unemployment.

The great improvement in the Negro's economic position relative to that of the white population began in World War II, when a shortage of labor opened up a great many jobs that previously had been barred to Negroes, but these opportunities diminished with the slowdown of economic growth after the close of the war. The figures have fluctuated somewhat from year to year but since the war, there has been no net improvement in the Negro's relative position vis-a-vis the white's.

Because of custom or lack of past training or outright prejudice, Negroes do not obtain the same scale of jobs as do whites. However, we must admit there have been successful strides.

Winning the right to eat in restaurants or lunch counters for people who are unable to buy the hamburger; or winning the fight to register at hotels for people who are unable to pay the cost of the room is relatively meaningless.

Until the economic gap between the races is closed, we will continue to have the double standard of living and an ever-present degree of hopelessness.

Business has an obvious stake in resolving the problem, for while it cannot function in the harmful climate of conflict, tension and discord, it can see in the Negro population a whole reservoir of potential producers and consumers.

The educational gap is one that demands endless attention and is so serious that requirements for bridging that gap involve the energizing of all human resources.

The gaps exist for often it is discovered that one area finds it convenient to shift the point of the problem beyond its realm of responsibility.

The businessman will say the problem is education--the educator may say the problem is housing--the real estate man says it is economics (the ability to pay).

This produces the "vicious circle." The hiring of Negroes is not sufficient. Our society must see that Negro citizens receive an education and also obtain decent and adequate housing. To ignore the facts is to be naive. All of the gaps must be closed in order to have effective intervention.

Overcrowded schools, gerrymandering, deficient curriculum, minimum standards and other tactics have been the basic sources from which educational imbalance evolves. Some of these conditions are slowly being eliminated but they have existed and we simply cannot ignore the past because the past exists in the present. The scales of justice have been so heavily weighted against the Negro that he cannot now be balanced merely by adding equal weights.

A human being who has been undernourished, one who has not had enough vitamins, cannot be made equal to a well-nourished human being by being given, suddenly, an equal amount of food. He must be built up for a brief period before he can compete with another individual of well-nourished stamina--so it is with education. An individual who is the victim of unequal, deficient, sub-standard educational environment must be trained and elevated to the normal, acceptable level of beginning before he takes the steps of competition.

If he is educationally anemic then he needs an educational blood transfusion before he is permitted to swim in the sea of competition, alongside the well and the healthy, the enlightened and the informed. Brief periods of unequal inputs will restore balance on the bridge that spans the gaps of education.

The gap in housing is so wide that it is practically depressing to realize the energy required to deal with the decrease of such.

No problem is more agonizing to most people than squaring their moral values with the practicality of everyday living. Certainly no aspect of this problem has caused more agony than the surge toward desegregated housing in America. Good people of strong ethical and moral persuasions suddenly find that the values they have always thought were part of their soul's inner fabric don't really protect them from the panic that rises when Negroes first move into their neighborhoods or their block.

There's a story told about the white man who was watching the moving van back into the driveway across the street. He said, "It's all very well for you to talk about morality and Americanism and freedom and all that stuff but those Negroes are moving across the street from me and this is no time for those darn ethics."

Well, the fact is that what is ethical is moral and that which is moral is practical. However, too often fear and emotion drown out reason.

Racial integration of community life is inevitable in America. Much of America's future destiny depends on the manner in which this integration comes about.

Today, there is good evidence that desegregated housing is a trend that is gathering strength at all levels in our society.

But there is a great need for facts, for further leadership, and for action that will help smooth the transition and remove it from the arena of public controversy. When more state and local governments have made integrated housing a part of basic law, the issue of segregation will lose much of its emotional and fearful content.

We have a community organization in the Southwest section of Atlanta in which both Negro and white citizens work together to carry forward educational programs to inform the residents of the community about the nature of discrimination in housing and what can be done to combat it.

This area, also known as the Cascade-Sewell-West Manor community, with its beautiful and attractive homes, has an air of graciousness and spaciousness. This naturally attracts people who are looking for decent and adequate living.

The members of the community got together and formed a loosely structured organization called SWAP (South West Atlantans for Progress) for the purpose of creating concrete programs--imaginative in concept and broad in scope--to meet the changing needs.

The members of this community refuse to believe that this community would follow some traditional patterns of downgrade or decline just because of the Negro inmigration. They know that property values decrease only if panic is engendered. It is the hope of SWAP that the neighbors can maintain a stable, interracial community of high standards.

The future of any city depends on the composition of its people--the greatest asset of a city is its people. We feel that Atlanta needs to work toward the retention of those citizens who contribute to the welfare and add to the resources of its city and these contributions are made by both white and Negro citizens.

The future of Atlanta depends very much on the presence of both white and Negro residents and it cannot afford to maintain racially separated communities--neither financially or morally.

The editor of the Atlanta Constitution, Eugene Patterson, wrote, "the citizens of SWAP are serving as examples to all of us by refusing to run--by recognizing that good people (Negro and white) can live side by side in a good neighborhood. Theirs are the property values that are not being hurt; they have refused to panic."

Open Occupancy legislation will help to solve many of the problems cities face in the housing area. We recognize very well that legislation won't change morals but it does create the climate that makes it conducive to change. An open housing law would remove the mental sanctuary whites feel exist on the other side of town.

As long as whites feel and know there is another community to which they can flee and be guaranteed non-intrusion of Negroes, then they will continue to run. The gaps of flight must be closed.

There must ben an effective plan that will prevent whites from having places to which to run.

There was a white woman who joined a demonstration against segregation in her New Jersey town. Upon facing the TV news cameras and in the midst of the newscaster's question, she unexpectedly burst into tears before millions of viewers. "I did it for my children," she sobbed, "I tell them everyday they're growing up in a democracy. How could I have faced them if I hadn't done it? This is my belief....this is my conviction."

The world today suffers not only from a lack of rugged convictions but also from our timidity in expressing those convictions we do have. We often find ourselves afflicted with moral laryngitis.

We need to ask ourselves whether we as individuals, are displaying moral courage equal to the needs of home and neighborhood, where our influence counts. Hardly a day passes without opportunity to stand up and be counted on some issue of importance. Moral courage has rewards that timidity can never imagine. Like a shot of adrenalin, it floods the spirit with vitality. Courage is contagious. When a brave man takes a stand, the spines of others are often stiffened. Commitment to great causes makes great men.

All of our gaps exist because of racial segregation. Our America is not the real democracy, yet. We have not yet become one nation indivisible. We have not yet won liberty and justice for all.

Segregation still prevails but we are working hard to eliminate it. Segregation is a social evil--it is an affront to human dignity. It is an assault upon the human soul, a rape of the human personality.

Morality, law and common human decency all demand that the gaps--through which there are escapes--be closed and closed now.

Our country was built on moral, political and religious values--we must retain these values. What is done to a minority hurts the majority--what is done for the minority helps the majority. What is done today or tomorrow fulfills the American promise made to ourselves and to each succeeding generation.

XBC

NOTES

The Supreme Court decisions outlawing covenants as uninforceable doesn't ensure open occupancy. The trouble about the assurance of rights is that the individual cannot, nor can his family, adequately fight this battle.

His resistance to change, the trouble involved, being classed as a trouble maker to fight his battle are a few of the many reasons for lack of action. Further, people are reluctant to put things in writing. All of this leads up to the point that laws assuring people's rights should make provisions for the state or city to investigate and initiate complaints for prosecution.

Laws should be to protect individuals and families. The burden should not be on them but on the city, county, state or federal government to assure freedoms to the individuals.

People want to conform and to be liked. They believe in principles but normally will not fight for them or make conspicuous or prominant stand. This is categorized as being objectionable. Also the average individual cannot afford to provide the time or money involved to prosecute complaints.

(2) Neighborhood Stabilization

SWAP - " "

Low Cost Housing

Public Housing

How to Upgrade Public Housing - Family

(2) Economic Problems

(3) Schools

(4) Persuade People

(5) Communications

} Public Relations

Churches

Civic Organizations

Mrs Clayton

Mr. Herlen

Cecil Alexander

Mrs Pascal

522-4463, Ext 433

COMMUNITY RELATIONS COMMISSION

Reginald Carter

1203 CITY HALL
ATLANTA, GEORGIA 30303

MRS. ELIZA K. PASCHALL
EXECUTIVE DIRECTOR

Law too Weak. Burden of Individual Must have written Contract or Complaint

White Running because of Conforming

Open Occupancy excuse to do right

* Broker & Realtor (difference) Mrs. Korrett
(who) ↑ Ethics Subscribe that Atlanta has open Housing

North Side Broker
Mrs Whitley (we become his agent) NOT A GREAT PROBLEM

Financing Important.

Most back things to go with Open Housing
Mrs the Board Go Realestate Commission Referral - Signed Complaint

** Reason for Opinion Have you ever tried to get

Pub Housing Authority No. Longer does Applicant have freedom of Choice

(Lynnwood Park
Railroad Avenue) Q.V. wants public Housing thing

Mrs. Clayton Un ethical -
Limited exclusive market.
Experience with RE Agent
{ Negro with resources
N.E.

Dr Joe Wilbur (who is he)

Counsel Mr Herren

Q.V. Negro screen neighbors

Korrett Screen Economically
" Do not have effective Communication
Purpose of Laws to protect Individuals -

Bob Haver - Principal of School SWAP President.

Wo Anti

Nancy Fowler
Bree Hearne

Greene

Virginia Perry.

, Christian Council.

Q.V. Williamson Pres, Nat Assor Realestate Brokers

Public Relation

Image of Negro.

2. Markets 2 Sets of Prices (Supply & Demand)

Mories Customs & Traditions

Resistance to Change.

Unchristian Unfair treatment

Lies to Children (Friends)

Drive People to Suburbs

Urban Planning RESEARCH

(1) Housing
(2) Schools & Studies
(3) Employment
(4) Transportation
(5) Engineering
Streets
gutter
Sewers
Drainage
Lighting
(6) Services
Police
Fire

2 - Realty Markets

Mr. Williams

Eliza Pascal

Helen Bullard

Fr Robert Lessy & Fr Banks St Paul of the Cross

SRC M-G J

Am Friends Noyes Collins Kernan Reigh

Reginal Carter CRC

Bob Hughes – CRS (Dept of Criminal Justice)

Mrs Martha Gibson Trust Presby

The Rev Beverly " "

Realestate Boards asked

No For Sale Sign

Mrs Pawly

Cecil Alexander

Les Perrilly

COMMUNITY RELATIONS COMMISSION 1203 CITY HALL JA 2-4463, EXT., 433, 434

QUESTIONS AND ANSWERS ON REGULATIONS PERTAINING TO BUYING AND SELLING REAL ESTATE IN ATLANTA

1. Q. Is it against the law to sell or refuse to sell property to someone because of race or religion?

   A. If you own property, you are free to sell it or not to sell it to anyone. If a Real Estate Agent has agreed to list certain property for sale, then he must transmit to the owner any bona fide offer which he receives for the property regardless of any personal characteristic of the potential buyer.

2. Q. What is a bona fide offer?

   A. A bona fide offer is a signed contract and payment of "earnest money".

3. Q. May an agent refuse to show property to an individual because of his race, or religion?

   A. Only if the owner is not willing to have him do so.

4. Q. Are there provisions in the Agent's license or professional ethnics which would prohibit him from selling property to a Negro in a predominately white neighborhood?

   A. The Atlanta Real Estate Board's statement of policy, which is the same as the National Association of Real Estate Boards, states that "each realtor should feel completely free to enter into a broker-client relationship with persons of any race, creed, or ethnic group." Both groups oppose "open occupancy" legislation, which they consider to be an attempt to deprive property owners of the right to dispose of their property as they see fit (as covered in question #1). The Empire Realty Board is a member of the National Association of Real Estate Brokers which favors "open occupancy" legislation.

5. Q. What is the Atlanta Real Estate Board?

   A. The Atlanta Real Estate Board is an Association of Realtors affiliated with the Georgia Association of Real Estate Boards and the National Association of Real Estate Boards. All members of the Atlanta Real Estate Board happen to be white.

6. Q. What is the Empire Realty Board?

   A. The Empire Realty Board is an Association of Negro Real Estate Agents, affiliated with the National Association of Real Estate Brokers. There are no racial restrictions on membership.

7. Q. Are there any laws or regulations of the City which set aside certain parts of town for Negroes?

   A. No. There are no legal restrictions pertaining to the sale of property concerning race.

8. Q. Are "Restrictive Covenants" in deeds valid?

   A. No. Provisions of any deed to restrict sale of the property to a certain racial or religious group are no longer valid.

9. Q. Are Real Estate Agents licensed?

   A. Yes, by the Georgia Real Estate Commission. A licensed agent should be able to present a card identifying himself as such.

10. Q. Must a person be licensed to purchase real estate for "investment"?

    A. A person need not be a real estate agent to purchase property which he may resell.

11. Q. Is it necessary to deal through an agent?

    A. Any person is free to sell property to another person without going through an agent, although an experienced agent may be able to render valuable service to an owner in the sale of his property by answering technical questions on financing, taxes, insurance, title clearance and many other complicated points.

12. Q. What protection does a citizen have from harassment from real estate agents?

    A. If a licensed agent engages in harassment, (for example, if an agent continues to contact you after he has been told your house is not for sale; if he telephones after he has been asked not to) or falsifies information or spread rumors, this should be reported immediately to the Georgia Real Estate Commission, 522-6100, or State Capitol, they prefer complaints in writing. The Commission has no control over persons who buy property for their own investment purposes.

13. Q. Do property values go down when Negroes move in?

    A. Property values reflect the supply and demand of the Real Estate Market. In many parts of Atlanta where Negroes and Whites live together, property values have remained the same or have gone up.

14. Q. Will the Housing Code be enforced when Negroes move into a neighborhood or will more than the legal number of families, etc., be allowed to move in?

    A. The City, intends to enforce the Housing Code in all parts of the City, and any infractions should be reported to the Code Enforcement Office, Room 1401, telephone 522-4463, Ext. 283, City Hall; or to the Community Relations Commission, 522-4463, Ext. 433, or 434.

Mouland: I cannot attend. Are you interested? Paul

COMMUNITY RELATIONS COMMISSION
1203 CITY HALL
ATLANTA, GEORGIA 30303

July 5, 1967

TO: Mr. Paul Anthony, Southern Regional Council

FROM: Eliza K. Paschall Eliza K. Paschall/mt

We would appreciate the participation of your organization in a meeting to consider specific concrete measures which can be taken now by various groups in Atlanta to meet various aspects of Atlanta's housing problems. The meeting will be at Morris Brown College Student Union Building in the Cunningham Auditorium, on Wednesday, July 19, at 9:00 a.m.

Please indicate who will attend and return this to the Community Relations Commission, 1203 City Hall, Atlanta, Ga. 30303.

Dr. Sottong (Psychiatrist)

Info Chattanooga.

U of Chatanooga Hospital

Michael - Roes.

Mountain Sign, Tenn

Sunset Drive

Harry Eisenberg

22

27

NOTES

The Supreme Court decisions outlawing covenants as uninforceable doesn't ensure open occupancy. The trouble about the assurance of rights is that the individual cannot, nor can his family, adequately fight this battle.

His resistance to change, the trouble involved, being classed as a trouble maker to fight his battle are a few of the many reasons for lack of action. Further, people are reluctant to put things in writing. All of this leads up to the point that laws assuring people's rights should make provisions for the state or city to investigate and initiate complaints for prosecution.

Laws should be to protect individuals and families. The burden should not be on them but on the city, county, state or federal government to assure freedoms to the individuals.

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25¢

FAIR PLAY IN HOUSING

Who's My Neighbor?

BY ALGERNON D. BLACK

PUBLIC AFFAIRS PAMPHLET No. 396

IN VIEW OF the rising concern among both Negroes and whites over the effects of segregation in housing on education, health, and economic and cultural opportunities, the Public Affairs Committee has asked Algernon D. Black, a noted authority in the field, to revise and update his pamphlet which was originally published under the title *Who's My Neighbor?*. Since its contents are so relevant today, the revision is being included as a new title in the Committee's current series in the hope that it will be widely read and studied.

MAXWELL S. STEWART
Editor
Public Affairs Pamphlets

the public affairs committee

This pamphlet is one of a series published by the Public Affairs Committee, a nonprofit educational organization founded in 1935 "to develop new techniques to educate the American public on vital economic and social problems and to issue concise and interesting pamphlets dealing with such problems."

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FAIR PLAY IN HOUSING

Who's My Neighbor?

BY ALGERNON D. BLACK

Mr. Black is a Leader of the Ethical Culture Societies in America. He is Chairman of the Board of Directors of the National Committee Against Discrimination in Housing and Founder of the Encampment for Citizenship. For years he has broadcast interpretations of ethical issues in the news. . . . Illustrations by Dick Shelton.

IN A CHICAGO suburb a colored family moved into a white neighborhood. Threatening phone calls, broken windows, and mob violence followed.

In a development in Pennsylvania a Negro engineer purchased a house because he had a friend who lived there and because it was near his place of employment. On the day the family started to move in, a crowd of about 200 adults and teen-agers gathered. They jeered, threw stones, broke windows, and injured some of the police who intervened.

In New Jersey a real estate broker was told that if he wished to remain in business he had better not show houses to colored people.

In California promoters of a New Town openly declared that they will exclude non-white families from their community.

In a suburb of New York City a woman in an all-white neighborhood needed to sell her house. She wanted to put it on the open market, to make it available to one of the Negro doctors, lawyers, and ministers she knew through her community service

work. She decided to invite her neighbors in one evening to talk it over. She prepared coffee and cake. Everything started out in a friendly, neighborly spirit. When she told them her plan, the air chilled. "You are robbing us of our money," said one. "Why not live the way God meant us to — whites with whites and colored with colored?" said another. "I thought you cared about your neighbors," someone else said. "I thought we were friends." They walked out without accepting refreshments or saying "Goodnight."

In almost every city and suburb the move-in or possible move-in of colored families has brought resistance from a certain number of the white residents of the area.

other cases

An application for rental of an apartment was accepted by a young man in the renting office. The applicant's wife appeared to sign the contract and make the first payment. Seeing that the family was colored, the agent refused to complete the rental contract. Neither landlord nor renting agent yielded to appeals from the colored family — or their many friends and local church and temple committees in the neighborhood. A picket line was formed in front of the landlord's place of business. Immediately he gave orders to admit the colored family. Since then, integration has taken place in this suburb without conflict or white flight and the neighborhood remains stable and prosperous.

In Teaneck, New Jersey, white homeowners put up signs, "Not for Sale," thus expressing their firm intent to remain in the community with their new colored neighbors. In Syracuse, New York, Washington, D. C., and Baltimore, Maryland, "Neighbors, Inc." and "Good Neighbor" committees have been hard at work to bring about fair renting and selling practices in the housing market, along with stability of neighborhood development.

In Wisconsin, Jacob Sinaiko, and in Pennsylvania and New Jersey, Morris Milgram — both active private builders — have operated their housing projects on the principle of "open occupancy" and non-discrimination. Their houses have sold profitably. Good neighborliness has become both good human relations and good business.

In more than a thousand communities homeowners have formed "Good Neighbor" and "Fair Housing" groups to bring about freedom of residence regardless of creed or national origin or color. Religious leaders and members of all faiths have been an important part of this grass roots effort to bring about a change in the pattern of discrimination and segregation in housing in the United States. In 17 states and more than 60 municipalities and local neighborhood communities, laws have been adopted against discrimination in housing.

THE PATTERN

What is the pattern across America? And who sets it? Is it the builders and real estate industry or the homeowners?

"No, I can't show you the house. We don't sell to Negroes."

"Sorry, mister, the house is gone. Yes, I know I said it was available when you phoned. But it's just been sold."

"We can show you houses in this section. Glad to. No, we don't show houses across Main Street. Why don't you stay with your own kind? You'll be happier."

"No, we can't let you have a mortgage. If it were for property on this side of town, we might consider it."

"Look, lady. I have no prejudice. This bank has no prejudice. We are a business. We give the people what they want. Most people believe that there should be white neighborhoods and colored neighborhoods."

These statements and many studies confirm the fact that many communities across the nation are actually zoned according to race or religion or national origin. Real estate brokers and developers and banks have marked off some streets for colored and some for white, some districts for Italians or Polish Catholics and others for native-born Protestants, some areas for Mexican- or Puerto Rican- or Indian-Americans and other areas for Orientals. Zoning of this kind is not done by government or law.

The method often used in the past was to write a restrictive covenant into the deed for the property. But whether zoning is by written agreements (which are no longer enforceable by the courts) or by oral "gentlemen's agreement," the practice of discrimination is still widespread. It has been based upon the assumption that this is the way Americans want to live — that white and colored people do not want to live together in the same neighborhoods or streets or developments. It has been based upon the belief that any change in this basic pattern of separation will mean deterioration of property values and of neighborhood life.

But regardless of the reason or the method, the resultant housing segregation is responsible for the ghettos that have blighted life in our cities. Housing segregation results in segregated schools, segregated churches and recreational facilities. It limits economic opportunity for millions of Negroes and other minorities. The ghettos are overcrowded, deteriorated, rat infested, and lack the social services and the fire and police protection of more favored neighborhoods. In turn, the need for more services, and the forcing out of profitable business, add to the taxpayers' burdens.

the real estate industry

The problem is particularly difficult because racial separation has been written into the principles of real estate boards and into their manuals of property appraisal and business policy. Many people still believe that this is the only sound and safe method of operation. An individual owner or builder or real estate agent who operated according to a different policy would feel the intense disapproval of the housing leaders of his community. The broker or builder or developer who has strong moral convictions for an "open occupancy" policy may pay a heavy price if he attempts to live by his principles. In many communities he may be forced out of the real estate board. He may find himself boycotted by his colleagues and unable to do business in the community. He may be ostracized socially and financially. He may even be forced to leave town. Thus, the pressure to conformity is often strong

enough to overcome whatever impulse an individual might have to adopt a policy of non-discrimination in the housing market.

There are individuals and firms in the real estate field who have broken the pattern in recent years. Some have done so out of religious or democratic convictions. Others have felt that sound business required non-discrimination. They have held that capacity to pay, credit standing, and character references were the important measures of a good homeowner or tenant. Many of them have profited by changing their policies.

But most members of this important industry still operate according to the dominant practices, and many are generating pressure against open housing. They believe they are in accord with the wishes of the vast majority of the people who sell or lease and rent housing and regard these practices as sound business. Some hold that if people outgrew their prejudices and were ready to live in mixed communities, the housing industry would have no reason to segregate. They may readily agree that we should judge every man as an individual on his own merit but in practice they still deny equal opportunity in the housing market.

government officials and agencies

So effective is this practice of the real estate industry that federal and state and local government officials and agencies have in many instances accepted racial segregation as the pattern of their own operation. Similarly, housing agencies have often helped to strengthen the pattern of segregation. Especially has this been true of some of the municipal housing authorities and some of the governmental appraisal and financing agencies. Directives to housing officials and staff workers have assumed this to be the practice.

In recent years the federal government has had to play an important part in the housing market. Besides public housing for the lowest income families, many governmental devices have been developed to bring about more private building. Public assistance to private developers has included tax exemptions, write-down in

the land price, as well as insurance of mortgages (F.H.A. and Veteran's housing) and urban renewal and rehabilitation programs.

In his book, *The City Is the Frontier,* Charles Abrams writes: "One reason for the widespread suburban bias against Negroes is that for fifteen years, government housing programs and Negro exclusion proceeded apace. From 1935 to 1950, the federal government insisted upon discriminatory practices as a prerequisite to government housing aid. The Federal Housing Administration's official manuals cautioned against 'infiltration of inharmonious racial and national groups,' 'a lower class of inhabitants,' or the 'presence of incompatible racial elements' in the new neighborhoods." The author says further, "Zoning was advocated as a device for exclusion, and the use was urged of a racial covenant (prepared by F.H.A. itself) with a space left blank for the prohibited races and religions, to be filled in by the builder as occasion required. The Home Loan Bank System — the federal agency which regulates savings and loan associations — urged similar practices."

Only as citizens and civic agencies and political leaders have begun to question the government's policy and as civil rights organizations have opposed discrimination and segregation, have public officials begun to re-examine their policies and practices. The principle that public funds and public authority must not be discriminatory has been the basis for court cases and antidiscriminatory legislation.

Increasing numbers of citizens are pressing for two actions which will help rid the nation of segregation in housing. One is the extension of the Executive Order, issued in November, 1962, by President Kennedy, to eliminate discrimination in housing aided by federal authority and federal funds. The other is the enactment by Congress of a civil rights law prohibiting discrimination in the sale and rental of housing thus extending the fair-housing and open occupancy principle to all citizens in all states.

With the nationwide and worldwide pressures for desegregation, political candidates, public officials, and housing administrators

have become more sensitive to the problems of the social effects and social costs of segregation.

The housing pattern in the nation can be affected vitally by the practices of the housing industry and the policies and planning of the government. But in the final analysis the outcome depends upon the local community and the attitudes and behavior of the people in their day-to-day relationships.

homeowners

Wide differences of opinion exist among homeowners. Almost all are concerned with the value of their property and are interested in the upkeep of the neighborhood. Some are concerned with social status and prestige. Others consider the safety of their children and the quality of the schools paramount. There are those who sincerely believe that these values can best be served by keeping out people of different religion and color and race. They believe they have the right to discriminate in selecting their neighbors.

There are also people who feel strongly that all Americans should have equality of opportunity and that this applies to buying or renting a house. They hold that every family is equally entitled to compete for a home according to its credit standing and character references. They believe that people should respect differences of religion and race and color and national origin. They are against prejudging people by their skin color. Some are ready to work against discrimination and "restricted neighborhood" policies. They are eager to welcome new neighbors who will bring about a mixed and balanced and stable community life. They hold that this is the only way to live up to the teachings of the great religions, the principles of the Declaration of Independence, and the fundamental law of the Constitution.

We owe it to ourselves not to make snap judgments. For our own sakes, we ought to ask ourselves some straight questions: What do we fear when a colored family — or a family of any minority group — moves into our neighborhood? Let's get our objections out into the open and see if our fears are justified.

PROPERTY VALUES

"Our home is our biggest investment. We saved for it. We invested our life savings. We have taken on a mortgage obligation. We have put a great deal of labor and love into making it a good home for our family. And we know that the value of our investment depends somewhat on our neighbors, who they are, how they live, and how they keep up their houses. The value of our house depends on the value of property in the neighborhood. If the neighborhood goes down, all the property in the neighborhood will be worthless.

"What will happen to property values if Negroes move into the community? Will our house go down in price?"

What are the facts?

The facts are: *First,* that the price of property depends on the law of supply and demand, and since housing supply is more inflexible than most commodities, the important factor is usually the nature of the demand. *Second,* every scientific study, whether by public officials or housing experts or real estate appraisers, shows that because a few members of a minority group move into a neighborhood property values do not necessarily go down. The property values will either go down, remain stable, or go up depending on the other forces at work in the neighborhood.

values unstable

Property values can go down: *If* the houses are decrepit and unattractive; *if* they are overcrowded; *if* the neighborhood has been neglected by the homeowners and the city departments; *if* there are new developments in other sections with improved housing, modern design, and higher social prestige; or *if* the area has been affected adversely by shifts of traffic or locations of commercial or industrial activities. All these factors can make housing and a neighborhood less desirable. When the demand for housing decreases or homeowners and tenants are eager to find better housing and neighborhoods elsewhere, then the property values can go down. This can and does happen apart from the race or color

or nationality of those who then find it possible to come into the neighborhood. If values go down it is not the result of the move-in of non-white families. The fact is that they were now able to move in because the values went down.

panic selling

One sure way to drive property values down is for homeowners to believe that the arrival of a colored family will cause a deterioration in the price of their homes. If they believe this, and if they panic and rush to the real estate broker and put up "For Sale" signs, their own acts will drive property prices down. If they try to outdo each other in selling quickly, the price decline will be sure and swift.

Such panic selling is often caused and intensified by rumors which spread because of ignorance and fear and prejudice. Sometimes it is stimulated by those who stand to profit from commissions by buying up homes at low prices and reselling them at handsome profits. There are even real estate brokers — fortunately very few — who actually bring in a colored family and then spread the word that owners should sell because "values are bound to go down." Such operators are known as "blockbusters." The white owner, if his fears are intensified, may join his neighbors in a headlong rush to unload his house on the market thus creating the very fall in property values that the bigoted owner or real estate agent had predicted.

values stable

Property values depend far more on the behavior of white homeowners than on the move-in of a colored family. Studies by various authorities make it clear that *if* the physical character of the housing and grounds is maintained; *if* the population pressure and demand for housing is sustained; *if* the city services provide for cleanliness, care of streets and roads, garbage and sewage disposal, fire and police protection; *if* the schools and recreational facilities are kept up and improved, then the housing and

the neighborhood will be in demand. If the owners decide to remain where they are and decide not to sell, and if they are ready to accept their new neighbors, then their property will have the support of a stable market. Racial diversity can actually result in the positive enrichment of the entire community. Even where there may be disturbance and conflict, the community will stabilize surely and quickly.

KEEPING UP THE PROPERTY

Do colored families maintain, improve, or neglect the property they rent or purchase?

Many white people picture colored people as slum dwellers, as people who inevitably live in inferior housing or make the housing inferior. They tend to think that the colored families who move into a neighborhood will destroy the houses they occupy and will make the whole area unpleasant to live in.

Now, throughout the nation most Negroes have lower incomes than whites. Most colored people have suffered from inferior educational and employment opportunities and from lower living standards than the white population. Prejudice, discrimination, and inequality of opportunity have shut them off from an equal share of the country's wealth. Most have had to live in poorer housing and in poorer neighborhoods than whites, have been herded into segregated areas, and have been neglected and deprived in these areas. Social scientists agree that slums are caused by poverty, overcrowding, inferior maintenance, and neglect — not racial or religious or nationality factors. People tend to confuse cause and effect. Colored families do not cause slums. They are able to rent or purchase housing only after neighborhood deterioration has begun. Then they are blamed for creating the slum conditions which are the inevitable result of unchecked deterioration.

Despite prejudice and discrimination, many colored people have made progress in education and employment and are ready to pay for and eager to enjoy higher standards of housing and

neighborhood life. Census studies make this quite clear, and in all fields other than housing, much is being done to attract the Negro consumer.

studies of mixed neighborhoods

As early as 1944 the National Association of Real Estate Boards stated: "Realtors with experience in Negro housing reported to the Association that if his property is in good repair when he obtains it, he [the Negro home buyer] takes care of it after he buys it. As a tenant, he takes as good care of such premises as other tenants of his economic class."

A study of mixed neighborhoods in Kansas City, Missouri, shows that colored families who have moved into white neighborhoods have "pleasantly shattered" the stereotype that many whites have of the Negro community. They have improved the overall physical appearance of the area. A family's interest in taking care of a home is not determined by the family's color. Any family that buys and moves into a better house in a better neighborhood or suburb, usually has the education and income level and aspiration that indicate that they have an interest in keeping up their property as much as any other family. Also, as the first colored family to move into a white area, they are likely to be influenced by the community standards and desire to contribute to better group relations. Their purchase of the house is a heavy investment made with great sacrifice. They have as much at stake in their investment as their white neighbors, if not more.

Studies in California and Minnesota, in Indiana and Missouri, New Jersey and New York, reveal that colored families maintain their property in much the same way as the other people in the neighborhood, and that they are as interested as all other American families in "keeping up with the Joneses." In fact, they often outdo white families in their care of house, lawns, walks, and fences, in planting flowers, and in improving their property.

In Teaneck, New Jersey, a report on 500 homes, one-fifth of which are occupied by Negro residents, indicates that the Negroes

have made repairs on properties which the former white occupants had neglected, and at least a dozen Negro-owned homes show such solid improvements as new garages and concrete pathways, retaining walls to prevent erosion, new landscaping, and basements that have been converted into finished playrooms.

A number of additional studies could be cited showing that minority group families have kept up their property as well as or better than the old-time residents. These include: Concord Park, Pennsylvania (an interracial development of 139 homes in the $15,000-$18,000 class); Windermere Place, St. Louis (a street of large and comfortable homes); Queensview Houses (a nonprofit cooperative in Queens, New York); Parkway Village, New York (an interracial development primarily for United Nations personnel); and a wealthy suburban community in Pennsylvania. The Philadelphia Human Relations Commission states: "Our most important evidence that Negro homeowners keep their property well is right here in Germantown. We can think of many blocks where Negro homeowners have kept their properties far better than the previous white owners." Two developments which had long resisted the admission of colored families could be added: Stuyvesant Town, the housing complex built by the Metropolitan Life Insurance Company in New York, and Levittown, Long Island, a vast development for homeowners. Both yielded to the growing sentiment among owners and tenants and the public, and there is no suggestion from any source that the colored families that moved in have failed to meet the regular standards of property maintenance.

FINANCIAL STABILITY

One question that some homeowners ask is: Will colored families be able to pay for their homes and maintain their mortgage obligations? Or will they fail and endanger the property and the community? Will banks and finance companies refuse money to an area where colored families move in?

the mortgage companies

The best answer is that banks and mortgage companies which have lent money to colored families who have bought homes have found them to be good credit risks. The president of one of Philadelphia's largest mortgage companies has written, "Over the years a great segment of the Negro population has obtained the respect of lenders, simply and quietly, by paying their bills when due. Actually there is no difference in our delinquency records between white and Negro loans and we take pride in our below-average mortgage delinquency record."

The National Association of Real Estate Boards reports: "Realtors with experience in Negro housing reported to the Association that, as a class, the Negro home buyer meets his payments faithfully — often more faithfully than other race groups in the same economic level."

the banks

Earl B. Schwulst, President of the Bowery Savings Bank, the world's largest savings bank, wrote as follows:

> "Over the years the rate of delinquency on mortgage loans and the day-to-day problems of collection have naturally fluctuated to some degree with the change in economic conditions. To my knowledge, there has been no greater rate of delinquency, nor have the problems of collection been greater, with respect to mortgaged properties occupied interracially or by minority groups, than with respect to properties occupied by whites.
>
> "In brief, it is my firm conviction that the soundness of any mortgage loan depends upon the condition and value of the property, its location, and the credit of the borrower, and that the color or ethnic origin of the borrower is irrelevant."

As for the availability of mortgage money, it is significant that, despite the integration of colored families in many developments and in urban and suburban areas which were formerly restricted,

mortgage money has not been lacking even in those areas where integration has taken place in housing that is privately owned and privately financed.

OPEN OCCUPANCY RENTALS

James H. Scheuer, owner and manager of substantial residential properties in New York, Washington, D.C., and other sections of the country and member of the Real Estate Board of New York, had this to say when he testified in support of antidiscrimination housing legislation before the general welfare committee of the New York City Council.

> "Private-enterprise sponsors of the much discussed Title I redevelopment housing are investing millions of dollars with the confidence that this housing, which by law must be integrated, will be successful. In various parts of the city middle-income housing projects enjoying Government assistance have adopted the non-discrimination policies required by present law with evident success. When an open occupancy rental has been tried, it has been successful, even in those projects whose sponsors openly rejected the possibility of successful integration only a few years ago. I might add that in many private apartment houses and in many neighborhoods, Negro and white families have been living side by side for decades."

Referring to the successful integration of colored families at Queensview and Kingsview, Mr. Scheuer said: "Some very hard-headed and practical New York businessmen are investing millions of dollars of cash equities in these projects which they know must be integrated, upon what I believe is their correct assumption that such projects, built to high design standards, will rent well and will be profitable."

In a growing number of instances private low- to moderate-income rental housing, provided under government-insured financing, is being tenanted by white and non-white families.

THE FEAR OF INUNDATION

"I am troubled about inundation," a typical property-owner declared. "If one colored family moves into an area, if they're the right kind of people, if they do good work and have good incomes and meet their obligations and act as good neighbors should, I see no objection and no difficulty. But the trouble is that when members of a minority group move in, whether it be colored or Catholic or Jewish or Puerto Rican or any other, what we get is inundation. They keep coming. The trickle becomes a river, and the river becomes a flood. All this talk about diversity and a balanced community, about people of different backgrounds being good neighbors, is utopian. What worries me is, will the whole neighborhood or the entire development become flooded with colored people? How do I know my family won't end up as the only white family in the neighborhood?"

This is a difficult question. But there are several things to keep in mind. *First,* it is well to remember, as we have already pointed out, that if the vast majority of white residents behave rationally and keep their homes, the neighborhood cannot change radically. It is panic exodus that invites the flood. If residents resist pressures and stand firm against fear-creating rumors, and if they act in the spirit of homeowners in Philadelphia and Teaneck who put up signs in their windows, "This House is Not for Sale," inundation cannot happen.

Second, the truth is that there aren't a great many colored families and members of other minority groups with enough income to move into better housing. Many people wish that more Negro families were able and desirous of helping to bring about healthy balanced democratic community life.

Even if all new housing were available on a non-discriminatory basis, relatively few Negroes would be able to take advantage of the opportunity even under liberal government financing. And even if a larger number of families were in a financial position to purchase homes in better neighborhoods and suburban communities, a number of factors would keep them from doing so.

In addition to limited funds, many colored families do not wish to spend too much on housing. In their budgets there are often heavy obligations for health, education, and recreation. These make it necessary to limit expenditure for a private home.

Despite the Chicago demonstrations organized by Martin Luther King which led to an agreement with real estate interests regarding open housing, the fact remains that many Negroes do not wish to move into white areas. Many do not wish to live where they are not wanted or where at best they might be merely tolerated. There are some who have a psychological barrier to moving away from their own kind and breaking the race barrier among whites, and others who compensate with their own natural and understandable Negro race pride and have no desire what-

ever to live among people who have rejected and deprived their people of opportunities and membership in the larger community as equals. But the factor which plays a most important part is the reluctance of Negro parents to be the first family to move in or pioneer at the expense of their children. They hesitate to expose their children to rejection or hostility or any experiences which might impair their sense of their own worth.

Finally, the flow of minority families to any one area depends in part on what other areas are open. The more the walls of prejudice and discrimination give way to open occupancy and the more colored families and members of other groups who have been walled in are free to live where they wish and where they can afford good housing, the less likelihood that there will be inundation in any one neighborhood. This is the hope of the future: a wider dispersion of people made possible by an adequate supply of housing for low- and middle-income families, by fair housing laws, and by fair housing practices for all.

THE EFFECT ON CHILDREN

Some homeowners will say, "It isn't property values that bother me. My real worry is our children. I have no prejudice against people who are colored or different in national origin or religion. But isn't it true that colored children have less ability than whites and will pull down the educational standards of the schools in the neighborhood?"

What is an honest answer to this question?

It is true that most colored children have been deprived of an equal educational opportunity with whites. Also, they have been made to feel that even if they study hard they still can't compete for jobs strictly on the basis of ability. For this reason many colored children have suffered from lack of motivation to study or stay in school. It makes it all the more remarkable that so many colored children and youth *have* been able to finish grade school and go on to high school and college.

Given the benefit of sympathetic teachers and proper educational planning, the Negro child who is admitted to a good school and is accepted by his fellow students will not pull the school down scholastically. He may be just the child who has the ambition and drive to better himself. He may even challenge and prod the white child to move ahead academically, artistically, and athletically. It is important to remember that many immigrant groups had very little schooling and yet their children and their grandchildren came to value education and went on to high school, college, to medical or law school.

educational standards

Negro high-school students have made remarkable scholastic progress in Washington, D.C., since the schools there were integrated. Reported to be "far below normal" in achievement tests shortly after being placed in formerly all-white schools, twelfth grade Negroes a year later were ranking well in comparison with white students. At the end of the same one-year period, tenth grade pupils recorded gains of up to four years in arithmetic and reading. Such progress was attributed to "excellent teachers" and to help from the students' homes. There is no reason why similar progress should not be made wherever children come from neglected areas to better schools and to improved neighborhoods.

Intelligence and talent are not limited to any one group. Colored families who have the ability and desire to improve their way of life by moving into better housing and who are willing to make sacrifices for it, are usually as well endowed as the white families of the area. Indeed, the very fact that they have achieved higher incomes despite discrimination, is evidence that their children are likely to be above average in background and incentives.

If the schools of the community are sound, they will test and grade each child according to his ability, and they will do so regardless of color or creed or national origin. Special problems due to differences of ability or previous educational training can

be dealt with according to the needs of each child without pulling down the standards of education of all. The colored family which has taken the trouble to move into a predominantly white neighborhood is likely to have done so largely because it desires better educational opportunities and health standards for its children. If the previous schooling was inferior because of segregation and neglect, this family will be the first to cooperate in giving support to better education for its own and other people's children.

moral standards

Some parents say, "I have only one concern. It is the safety of the life and moral standards of my children. Won't colored children pull down the standards and bring about delinquency and violence?"

Delinquency, narcotics, immorality, and violence are not confined to any one group, racial or national or religious. It is true that children of the segregated and deprived part of the population may have special reason to turn against society's standards and strike out against persons and property. Delinquency tends to be higher in slums where housing conditions, overcrowding, and lack of privacy strain family relations and where the lack of good schools and decent neighborhood upkeep are generally demoralizing. But delinquency and crime know no block or street boundaries. Among middle class and suburban upper class families, academic dishonesty, dropouts, vandalism, narcotics, and lawlessness are not unknown. Children, whether colored or white, can be the victims of the delinquent acts of others and they can be drawn into delinquent activity themselves. The best defense lies in prevention through sound moral standards in the family, good parent-child relations, and the support of good schools, churches, and community forces. Constructive human relations and fair play develop best when children grow up in a community where people of all kinds respect each other and act as good neighbors. Where adults fail in this, the children can hardly be expected to be good friends and neighbors in the classroom and

on the sports field. The failures of adults to be good neighbors in dealing with the moral problems of the common life should not be used as a justification for racial discrimination and exclusion in American communities.

the fear of intermarriage

Deeper than the concern with property values and inundation is the fear that the presence of a colored family in the community may lead to interracial marriages. It is the same thought that lies behind resistance to school desegregation. Some parents ask

questions such as: "If our children live next to children of other races or religions or nationalities, will they not become playmates and affectionate friends? And if they grow up together will they not end by marrying one another?"

How can we deal with this issue frankly and realistically? Most people have a feeling of kinship with their own group and want their children to marry "their own kind." No one can quarrel with this. Parents who have pride in their national origin or color or religious ancestry and who treasure traditional values in the life of their people usually want their children to have the same pride and identification. Moreover, young people generally are attracted to and drawn to marriage with their own kind or those who are like themselves in nationality, color, and religion.

some facts

It is important to note that although American life in the past has thrown many different kinds of people together, the amount of racial intermarriage has not been excessive. And despite the recent increase in contacts between youth of different backgrounds in schools and colleges, in business firms and factories, in sports and recreation, the increase in intermarriage has been limited to a large extent to interreligious marriages. It has not substantially increased the number of interracial marriages. Indeed, recent studies reveal that in the struggle for racial equality and civil rights, the desire for intermarriage is last on the list of demands and aspirations of minority groups.

Whatever the facts and whatever the actual or potential increase of interracial marriages, this can hardly be a justification for the denial of equal opportunity according to ability to pay in the housing market. Those who have strong feelings against intermarriage must find other ways of educating and guiding their youth in their social contacts and in making their choice of marriage partners. But it is only fair to point out that whatever the objections and whatever the special problems of intermarriage, there is no scientific evidence that it is either unsound or evil.

SOCIAL STATUS AND PRESTIGE

Some homeowners feel that the presence of any minority group lowers the social standing of the community.

This, of course, is not true. In every group there are people of outstanding talent and culture and social prestige. They do not detract, rather they add status and prestige to their community, wherever they live. The Negro who holds a high position in the government, or the refugee with an accent who makes a unique contribution in the arts or sciences — these may bring great cultural and spiritual riches to a community. The quality of a community and the status and prestige of its families rest not on ancestry or color. They rest on the quality of persons, on the dignity and values of home life, and on the aspirations of those who live there.

too many risks and sacrifices?

Finally, the homeowner may summarize the issues of mixed housing by saying: "I am impressed by the facts and viewpoints that have been brought to bear on the arguments against the entry of families of minority groups. But in every case there seems to be a risk.

"Our property values *could* go way down. Colored families *might* not all be equally careful of property upkeep. There *could* be an inundation unless the white families remain. My children *might* be hurt by the lowering of school standards, and they *might* be affected by delinquency, and they *might* be among those rare cases drawn into intermarriage. All these things that I fear are still possibilities. And when you say it depends on the homeowners and it depends on me, I ask: Why should I have to carry the risk and make the effort and the sacrifice to try to help mixed housing succeed? Let others carry the burden. If all the problems we now have are the result of past neglects, why should *we* have to face the issue and bear the brunt of the transition?"

What answer can we make?

THE CHOICE BEFORE US

We can do nothing, and hope that no minority family tries or is able to move into our neighborhood.

We can put our property up for sale as soon as a colored family moves in.

We can fight the entry of colored families by joining with others and using every device to keep colored families out.

But we can take a different course. We can defend our values, our homes and neighborhoods by recognizing the fact that we live in a world where differences are inescapable. We can welcome differences. This is the way of life consistent with the best in religious and democratic thinking. It is possible — indeed, it is fairly certain — that a community which bases its policies and relationships on heterogeneity will offer more security for persons and neighborhood life (and property values too) than one which tries vainly to base its life on limiting its people to those of the same kind. A community of different backgrounds, talents, and viewpoints will be far more interesting and enriching than one which is characterized by sameness and conformity.

With this basic approach in mind, the homeowner can undertake to play a constructive democratic role.

First, he can make up his mind where he stands. He can make it his business to get the facts, think out the issues, and decide what he thinks is just and realistic and constructive for himself and others.

Second, he can call together his friends and those he has reason to believe are democratic and courageous people.

Together they may decide on the following steps:

- Agree not to fight against the moving in of a colored family and make it clear that they will not offer their houses for sale or leave the community. They may circulate "Good Neighbor" pledges. They may launch a program to get people to "stay put" and put up "Not for Sale" signs on their property.
- Form a delegation to visit real estate brokers, appropriate government agencies, the real estate board, and the banks to

declare their readiness to support freedom of choice in housing on the part of minority families and their desire to cooperate on a program of community stability.

- Participate in hearings on Urban Renewal and community planning to assure that there is constructive use of various types of housing in order to promote freedom of residence and fair housing practices in ways which will eliminate discrimination and segregation.
- Initiate an educational program of tolerance, goodwill, and fair play in the press and on radio and television. They can schedule speakers at the schools, churches, and other agencies.
- Organize a Good Neighbor Committee or Fair Housing Council representing leadership people from a cross-section of the religious, educational, civic groups which make up the community. This committee can welcome new neighbors. It can deal with rumors, untruths, and half truths, and offset any efforts by those who would start trouble or violence.
- Join or work with the organizations listed on page 27 in their struggle for fair play in housing.
- Bring about through person-to-person relations with new and old neighbors a positive respect for differences and thus help create the climate of trust and humanity which is essential to democratic society and a better life for all.

what to read

Forbidden Neighbors, a study in prejudice in housing, by Charles Abrams, Harper, New York, 1955.

The City Is the Frontier, by Charles Abrams, Harper and Row, New York, 1965.

Fair Housing Handbook. Joint publication of American Friends' Service Committee and the National Committee Against Discrimination in Housing, 323 Lexington Avenue, New York, N. Y. 10016.

Trends in Housing (a monthly) and other publications, National Committee Against Discrimination in Housing, 323 Lexington Avenue, New York, N. Y. 10016.

They say that You say . . . the challenge of housing and race. American Friends' Service Committee, 20 South Twelfth Street, Philadelphia, Pennsylvania 19107.

Equality and Beyond, by Eunice and George Grier, Anti-Defamation League of B'nai B'rith, 1966, 1640 Rhode Island Avenue, N.W., Washington, D.C. 20036.

Property Values and Race, by Eunice and George Grier, studies of seven cities prepared for the Commission on Race and Housing, University of California Press, 1960.

Property Values and Race, Luigi M. Laurenti, University of California Press, 1960.

Call Me Neighbor, Call Me Friend, by Philip Johnson, New York, Doubleday, 1965.

Other studies include surveys by the Commission on Race and Housing of the Ford Foundation and by the U.S. Commission on Civil Rights.

organizations working for integrated housing

Assistance and advice in working for open occupancy housing are available from the organizations listed below. In many cases a local affiliate may be found in your community.

Association for Fair Housing Committees, American Friends' Service Committee, 15 Rutherford Place, New York, N. Y. 10003

Center for Fair Housing, National Committee Against Discrimination in Housing, 323 Lexington Avenue, New York, N. Y. 10016

American Friends' Service Committee, 20 South Twelfth Street, Philadelphia, Pennsylvania 19107

American Jewish Committee, 165 East 56th Street, New York, N. Y. 10022

American Jewish Congress, 15 East 84th Street, New York, N. Y. 10028

Anti-Defamation League of B'nai B'rith, 323 Lexington Avenue, New York, N. Y. 10022

AFL-CIO Civil Rights Committee, 218 West 40th Street, New York, N. Y. 10018

AFL-CIO Industrial Union Department, 815 16th Street, N.W., Washington, D.C. 20006

Catholic Interracial Council, 55 Liberty Street, New York, N. Y. 10005

Core (Congress of Racial Equality), 38 Park Row, New York, N. Y. 10038

Mutual Real Estate Investment Trust, 51 East 42nd Street, Suite 211, New York, N. Y. 10017

National Association for the Advancement of Colored People, 20 West 40th Street, New York, N. Y. 10018

National Council of Churches of Christ, Department of Racial and Cultural Relations, 475 Riverside Drive, New York, N. Y. 10027

National Urban League, 14 West 48th Street, New York, N. Y. 10017

National Committee on Tithing in Investment, 1914 Connecticut Avenue, N.W., Washington, D.C. 20009.

A Selection of Public Affairs Pamphlets — see rates on back cover

Family Relations

388. Camping with the Family
381. How to Help Your Child in School
380. Divorce
370. Your Child and Money
369. What Can You Do About Quarreling?
366. Sex and Our Society
360. How to Finance Your Home
358. People Help Themselves Through Cooperatives
357. What Should Parents Expect From Children?
356. Family Therapy—Help for Troubled Families
355. Young Adults and Their Parents
353. Your New Baby
349. The Retarded Child Gets Ready for School
347. A Full Life After 65
342. How to Pay for Your Child's College Education
321. You and Your Child's School
309. Why Can't You Have a Baby?
305. Tensions—and How to Master Them
294. Middle Age—Threat or Promise?
293. The Only Child
291. Your Child May Be a Gifted Child
290. What Makes a Marriage Happy?
288. How Retarded Children Can Be Helped
287. The One-Parent Family
285. Your Child's Friends
276. Making the Most of Your Years
274. You and Your Adopted Child
269. When You Lose a Loved One
264. Your Child's Emotional Health
254. Your Child's Sense of Responsibility
250. What Is Marriage Counseling?
239. The Shy Child
236. Too Young to Marry?
234. Coming of Age: Problems of Teen-Agers
216. How to Teach Your Child About Work
213. Saving Your Marriage
208. When Parents Grow Old
192. Democracy Begins in the Home
182. Getting Ready to Retire
173A So You Want to Adopt a Baby
163. 3 to 6: Your Child Starts to School
161. So You Think It's Love!
157. Making the Grade as Dad
155. Mental Health Is a Family Affair
154. How to Discipline Your Children
149. How to Tell Your Child About Sex
144. Understand Your Child—From 6 to 12
141. Enjoy Your Child—Ages 1, 2, and 3
131. When You Grow Old
127. Keeping Up with Teen-Agers
113. Building Your Marriage

Social Problems

394. So You're Going to College!
393. A New Look at Our Crowded World
392. Rehabilitation Counselor
391. The United States and Vietnam: Two Views
389. Medicare—Social Security
383. How to Get Better Government
382. Buyer, Be Wary!
378. The Balance of Payments Crisis
375. What You Should Know About Educational Testing
374. The Story of Urban Renewal
371. Homemaker Services
367. Equal Justice for the Poor Man
362. The Poor Among Us—Challenge and Opportunity
359. Finding Able Men and Women for City Careers
354. When You Gamble—
You Risk More Than Your Money
351. New Opportunities for Depressed Areas
348. A Guide to Consumer Credit
346. School Failures and Dropouts
343. Public Welfare
341. When a Family Faces Stress
337. The Delinquent and the Law
332. Movies and Censorship
330. Growing Up with Unicef
304. That No Man Shall Hunger!
302. How to Stretch Your Money
282. The Unmarried Mother
237A Economic Development and the World Bank

Health and Science

395. Viruses, Colds, and Flu
390. What We Can Do About Drug Abuse
387. Epilepsy—Today's Encouraging Outlook
386. It's Not Too Late to Stop Smoking Cigarettes!
385. How We Can Get the Nurses We Need
384. Mental Health Jobs Today and Tomorrow
379. X-ray—Vanguard of Modern Medicine
377. Blood—New Uses For Saving Lives
376. Nine Months To Get Ready—Prenatal Care
372. Your Health Is Your Business
368. How to Get Good Medical Care
364. Overweight—A Problem for Millions
363. Keeping Your Teeth Healthy
361. Smoking—The Great Dilemma
352. Serious Mental Illness in Children
350. Right From the Start—Early Immunization
345. Caring for Your Feet
340. Leukemia: Key to the Cancer Puzzle?
339. Parents' Guide to Children's Vision
336. Food Hints for Mature People
335. Multiple Sclerosis
329. Psychotherapy—A Helping Process
326. Emphysema
325. Consumer's Guide to Health Insurance
324. Science Against Cancer
318. Mental Aftercare
315. You and Your Hearing
314. Check-ups: Safeguarding Your Health
312. Diabetics Unknown
299. Foodlore for Teen-Agers
297. The Arthritis Hoax
295. Blindness—Ability, Not Disability
286. When a Family Faces Cancer
281. A Career in Health?
271. The Story of Muscular Dystrophy
263. Your Community and Mental Health
259. Good News for Stroke Victims
252A Cytology—Best Early Detector of Cancer
251. Water Fluoridation: Facts, Not Myths
229. Psychologists in Action
220A Cigarettes and Health
210. The Retarded Child
184. How to Live with Heart Trouble
172. When Mental Illness Strikes Your Family
168. Your Blood Pressure and Your Arteries
166. Arthritis—Its Treatment and Problems
156B TB—The Road To Eradication
137. Know Your Heart
136C A New Chapter in Family Planning
126. Rheumatic Fever
120. Toward Mental Health
118A Alcoholism—A Sickness That Can Be Beaten
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Housing La.

AN UN-BIASED LOOK AT "OPEN HOUSING"

Don't Let A Basic American Freedom Go Down the Drain

This urgent message is directed towards every citizen—white, colored, or Oriental—who owns or rents any kind of real property . . . a home which he occupies himself, a residence rented to others, an apartment house or duplex, a business place, even a vacant lot.

At this precise moment, the House of Representatives in Washington, D. C. is debating a so-called "open housing" amendment to the pending civil rights bill. An identical measure has already cleared the Senate.

If enacted by the House and signed by President Johnson, this new law will forever destroy the basic American right of allowing property owners to rent or dispose of their properties as they see fit. This means that the Federal Government could force you to rent or sell to a person not of your choice. If you insisted on not renting or selling, you could be brought before Federal enforcement agencies or the Federal courts.

Forgetting the race issue, suppose you own, but don't occupy, a neat little double cottage. The mortgage is paid and you and your wife have invested considerable money fixing it up prior to offering it for rent.

Along comes some family with a half-dozen undisciplined, highly destructive children. They have just been evicted by another landlord for making a shambles of his house and now they're primed and ready to use your sparkling clean place for their own private version of Vietnam. You advise them, as diplomatically as possible, that you do not want them for tenants.

In the meantime, they find out that you and they are of different religious beliefs, and they charge you with violating the open housing act by discriminating against them because of religion. However justifiable your reasons, you could be required to assert those reasons before a Federal Agency, *at your own expense.*

Far fetched?? Not at all.

You're in serious trouble and you got there simply because—either innocently or unconsciously—you tried to uphold what you thought was your traditional American freedom of choice.

We are in favor of everybody being able to obtain decent housing, but not at the expense of taking away from any American his basic right of freedom of choice. This is the essence of private property ownership.

As property owners ourselves, we are anxious to know how, in the name of a free country, can any legislation such as this be seriously considered.

We think this question is being asked by Americans everywhere and that it must be put squarely before the people we have elected to serve as our spokesmen in the Congress.

If you agree, then you should take immediate action to see that "forced housing" (which is what it really is) doesn't become the law.

Send a telegram to Hale Boggs or Eddie Hebert or whomever else is the U. S. Representative from your Congressional District, supporting the fight against this dangerous and unconstitutional legislation.

In addition to a wire, fill in the form printed at the bottom of this page, put it in a stamped envelope, address it to your Congressman, and send it to him without delay.

Chances are, he's waiting to hear from you.

Louisiana Representatives

District	Representative	Area
1	F. Edward Hebert	New Orleans
2	T. Hale Boggs	New Orleans
3	Edwin E. Willis	St. Martinville
4	Joe D. Waggoner, Jr.	Plain Dealing
5	Otto E. Passman	Monroe
6	John R. Rarick	Baton Rouge
7	Edwin W. Edwards	Crowley
8	Speedy O. Long	Jena

Housing - Miss

State Realtor Assails Housing Legislation

DD-T

3-15-68

BILOXI—The new proposed open housing bill before Congress drew fire from the president of the Mississippi Association of Realtors today.

Moody Grishman of Biloxi, said Mississippi's Realtors find this proposal "amazingly discriminatory" and "utterly reprehensible."

"A so - called 'compromise measure' presented this week provides for rank discrimination against property owners of the nation," Grishman said.

"Under the guise of ending discrimination of minority groups, it would force the most most distasteful discrimination against all family-owned dwellings," he said.

The measure provides for penalities which could be levied against property owners if any disgruntled person is inclined to bring suit, he said.

Effective in three stages, according to the proposed legislation, the first stage would be aimed at alleged discrimination in the sale or rental of federally owned or assisted housing. The second, which would become effective Dec. 31, 1968, would cover multi-unit housing, or apartments. The third stage, to become effective Jan. 1, 1970 would ban freedom of choice of owners of single-family houses they occupied and sold through real estate brokers.

If a complainant chose to bring suit, he would do so in federal court and could collect so-called "actual damages", lawyers fees and costs up to $1,000 in punitive damages, Grishman said.

"As I see it, this opens the door to a law suit by any person who proposed to purchase residential property if he failed to be able to consummate the purchase. Whether he won his case or not, it would involve lengthy and costly litigation on the part of the property owner and broker," Grishman said.

Housing La.

MARCH 15, 1968 Times Picayune

Area Group to Discuss Housing Bill with Boggs

Hardie and Eason Report Protest Started

Executive committees of the Real Estate Board of New Orleans Inc. and the Jefferson Board of Realtors Inc. plan to meet Saturday morning with U.S. Rep. Hale Boggs to discuss the proposed "open housing" amendment to the civil rights bill.

J. Keith Hardie and Angus Eason, presidents of the two organizations, said Thursday the National Association of Real Estates Boards has launched a nationwide protest against the amendment.

The campaign said, "If this meausre is enacted by the House in its present form and endorsed by President (Lyndon B.) Johnson, it will forever destroy the basic American right of allowing property owners to rent or dispose of their properties as they see fit.

"This means that the federal government could force you to rent or sell to a person not of your choice. If you insist on not renting or selling, you could be brought before federal enforcement agencies or the federal courts."

Hardie and Eason underlined the fact that realtors "are in favor of everybody being able to obtain decent housing, but not at the expense of taking away from any American the basic right of freedom of choice.

"Next to our right to breathe the free air," the joint statement went on, "this is our most basic and most cherished American freedom."

The realtors predicted that Congress will be "deluged" with messages from property owners protesting the proposed legislation.

"The public has got to wake up and take notice that this bill goes far beyond the race issue," they continued. "The damages it will inflict will apply to people of all colors and creeds and will far offset whatever advances it achieves toward housing integration.

"It is nothing more than a brazen attempt at taking away another basic American freedom."

Fed

Open Housing Bill Under Attack Here

3-19-68

By TOM WALKER
Atlanta Journal Real Estate Editor

The president of the Atlanta Real Estate Board has called on citizens of the Atlanta area to contact their congressmen and urge that they oppose the section of the Civil Rights Bill open housing now pending in the U.S. House of Representatives.

J. Marion Crain, a Haas & Dodd executive, said the bill, if passed, would deny to the home seller "his traditional freedom of choice in contracting for the sale or rental of his property to whomever he chooses."

The Senate last week approved the Civil Rights Bill by a 71-20 vote and sent it to the House. A portion of the bill outlaws discrimination in the sale and rental of 70 per cent of the nation's housing.

In earlier testimony before the House, Dallas Realtor Lyn E. Davis, president of the National Association of Real Estate Boards, charged that the bill discriminates against the Realtors and real estate brokers and also "against the home owner himself."

IN ATLANTA, Mr. Crain said the bill "ostensibly" excludes the owner of a single-family home from provisions of the legislation.

"But after Dec. 31, 1969," Mr. Crain said the right to decide to whom to sell or rent will be "drastically curtailed, and the government can force an unwilling owner to dispose of the house to someone not of his choice if he uses the facilities of any real estate broker or salesman, or, on his own, he indicates in an advertisement a preference on the basis of race, religion, color or national origin."

"A complainant may appeal for pressure by the secretary of the Department of Housing and Urban Development or may bring suit in federal court which may award punitive damages against the owner up to $1,000 and court costs," Mr. Crain said.

He said Atlanta Realtors are joining with other members of the National Association of Real Estate Boards throughout the nation in urging people to contact their congressmen to vote against the bill.

IN A PREPARED statement, Mr. Crain said the legislation "will not only set back race relations, but strip owners of professional aid in the largest and most complicated transaction in the lives of most of them."

Johnson Administration supporters said an "open housing" law is one means of making housing available to Negroes and other minority groups. It has been argued that making racial discrimination in the sale of housing illegal would be one avenue of solving the nation's social problems.

In his congressional testimony, Mr. Davis said that Realtors and other brokers would probably feel some financial squeeze if the bill becomes law, but added that this is not the reason why he opposes it.

"Our stand is on the right of the individual homeowner to sell his property as he wishes," he said. "Our principal reason for our opposition is the eroding of the rights of individuals to own real property and buy and sell it as they see fit."

Bank Clearings

Totals for Tuesday	$182,800,000
Corresponding Day Last Year	166,000,000
Increase	$ 16,800,000

Birm News

Housing Ala.

Wednesday, March 20, 1968

REAL ESTATE UNIT HITS OPEN HOUSING

Birmingham citizens have been urged to join a nationwide campaign to defeat open housing legislation now before the U. S. House of Representatives.

Roy Bragg, president of the Birmingham Real Estate Board, said, "Basically, the bill denies the home seller, who insists on his traditional freedom of choice in contracting for the sale or rental of his property to whomever he chooses, the use of professional help he needs from a broker to get the best possible price in the quickest time."

"The bill excludes the home owner of a single-family house from provisions of the legislation, permitting him to continue to decide, without governmental coercion to whom he will sell or rent, his personal property.

"But after Dec. 31, 1969, this right is drastically curtailed, and the government can force an unwilling owner to dispose of the house to someone not of his choice if he uses the facilities of any real estate broker or salesman, or on his own, he indicates in an advertisement a preference on the basis of race, color, religion, or national origin."

Bragg said local real estate brokers are urging all citizens to contact their congressmen to vote against this legislation, which, he said, "will not only set back race relations but strip owners of professional aid in the largest and most complicated transaction in the lives of most of them."

Bragg said all but one referendum on the question of forced housing have been rejected, most by resounding totals.

Limit Housing Subsidies to Low Income Says NAREB

A spokesman for the National Association of Real Estate Boards has affirmed the association's approval of home ownership interest subsidies for families of low incomes but declared that it would be a mistake to divert limited federal funds for the shelter costs of families of moderate income rather than those of low income.

Fred C. Tucker Jr., Indianapolis, chairman of the retailers' Washington committee of NAREB, outlined to the House Banking and Currency Subcommittee on Housing several proposals designed to focus federal attention where it is needed most in the field of housing.

"Our nation's economic resources are insufficient, particularly at this time, to divert them to subsidize housing for an income group that has manifested an ability to provide adequate shelter without subsidy," Tucker said. "Over 90 per cent of the nation's families in the $5,000-$8,000 income range live in standard housing—families that receive no assistance from the federal government."

NAREB's proposals in regard to the Housing and Urban Development Act of 1968, now in committee discussions, were summarized by Tucker as follows:

1. Endorsement of the concept of interest subsidies for low-income families, as outlined in Title I of the bill. Housing provided would be privately sponsored and financed, and the government's role would be limited to subsidizing the difference between 20 per cent of a family's income and the total monthly costs.

2. A proposed amendment to a section of the bill which would permit the use of existing dwellings without restriction. "We feel that present limitations in the bill preventing more widespread using of existing dwellings would delay accomplishment of the program's overriding objective — to provide decent housing for ownership by low-income families," Tucker said.

3. A proposed amendment to assure that benefits of the bill's provisions be made available to low-income families, not for families of moderate income.

4. Opposition to a rental assistance program as contemplated in Part A of Title II of the bill, a program virtually identical to the 221 (d) (3) provision, with rentals computed on the basis of a 1 per cent mortgage rather than 3 per cent mortgage. This program should be rejected since no amendment is necessary to limit the application of this provision to lower-income families, Tucker set forth, because such a program —rent supplements—already is in operation.

5. The proposed diversion of funds sought for increased public housing contract authority to the rent supplement and leased housing programs. Noting that the administration seeks nearly twice the funding for public housing contracts as for rent supplements, Tucker declared that "the public housing program has led a long but undistinguished life. Public housing . . . is a far more expensive, less satisfactory means of housing the nation's low-income families."

6. Endorsement of the neighborhood development concept as an addition to the urban renewal program. "By allocating only those funds that a community can reasonably expect to utilize during a particular period, and by enabling local authorities to return those portions of federal grants it recaptures upon disposition of improved property that much sooner, a far more efficient use of funds will be possible."

7. Opposition to certain provisions in the bill which would broaden, almost without limitation, the uses to which land acquired in advance for public purposes could be put. This federal money would be used to acquire and stockpile land for future development in accordance with plans approved by the Department of Housing and Urban Development. The new language which the administration proposes under this amendment, Tucker pointed out, is: "Land planned to be utilized in the future for public purposes." He said that construction of a new community, even a housing project, could be interpreted as a "public purpose," adding, "If this be the objective of the administration, then it ought to be more candid with the Congress and explain how much more it will be able to do with the words 'public purposes' that it cannot do with 'public works or facilities.' The secretary's (Robert C. Weaver of the Department of Housing and Urban Development) detailed analysis of his testimony is silent on this one point."

July 19, 1968

Mr. A. C. Brown
Brown-Reese Realty
37 Lynhurst Drive, S.W.
Atlanta, Georgia 30311

Dear Mr. Brown,

This letter is in response to the telephone calls we have received from you, and your agency representatives concerning the offering for sale of my home located at 2200 Beecher Circle, S. W., Atlanta, Georgia.

I agree with you and your representatives that my house is a desirable one and I have no doubt that you have interested clients. I like it, too. I like my neighbors, my community, our Civic Clubs, and particularly our Churches. The question then becomes, "Why should I move?" Why should I give up all of this just because another person wants what I own?" Were I to sell my house, your client could not enjoy the advantages I have mentioned above. He could only own the house. So, I would not like to put him in such a position.

Recently, my wife asked one of your representatives who had called, "Where would we go?", and he replied, politely, "You might want to move to the Northeast side of town." I'm not interested. I like my home. My question is, "Why do you not get some listings for your clients on that side of town?" The new housing law opens it up to you, as I understand it.

If I understand the objectives of our responsible local leadership, both colored and white, integration seems to be primary, however, this movement in Southwest Atlanta seems to be contrary to that--its objectives seem to be integration, followed by segregation. To me, this defeats the stated purpose of civil rights.

Mr. Brown, the above questions are rhetorical and no answer is desired. I hope this letter will explain my reasons for telling you last night that my home is not for sale.

Sincerely,

JAMES B. KEMP
Vice-President

2200 Beecher Circle, S. W.
Atlanta, Georgia 30311
July 19, 1968

Dear Neighbor,

Attached is a copy of a letter I have mailed to Brown and Reese Realty Company, followed by erection of a "Not For Sale" sign in my yard. This, because I am fed up with the tactics being used to create fear in the minds of the homeowners in our neighborhood.

Do you realize that there is not yet even one Negro family living on Beecher Circle, S.W.? Yet, this fear they apparently have created, has caused "For Sale" signs to spring up like tulips in the Spring.

I believe we should ask ourselves today the question "Is this trip necessary?" If we decide to make the trip, can we be guaranteed that our new destination will guarantee us anything?

I think in the natural course of events we can logically expect intergration will place a Negro family in an area, however, only our actions as an individual and a group will permit them to segregate our neighborhood.

If, for example, we move off and leave our very fine churches, what will happen to them? Will Negroes be able to take them over simply by paying back taxes? God forbid!

I do not wish to live beside a Negro any more than you do, but I hope by standing pat we can defeat their objectives in our area.

Sincerely,

Jim

JAMES B. KEMP

Discrimination? Yes, but against whom

WALL STREET JOURNAL

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TION WEDNESDAY, FEBRUARY 19, 1969

Integrating Suburbia

Negro Real Estate Man Eases Black Families Into White Sections

Broker in Kansas City Area Goes Slow to Avoid Panic; But Beginning Was Stormy

How Three Families Fit In

By DENNIS FARNEY
Staff Reporter of THE WALL STREET JOURNAL

FAIRWAY, Kan.—You might call Don Sewing a real estate militant. His business is selling houses—and integrating white suburbia.

The short, stocky Mr. Sewing, 37, is a Negro real estate broker, and his activities here in suburban Kansas City make him a highly unusual one. Most Negro brokers, hemmed in by prejudice and social custom, operate only in Negro neighborhoods or those in transition from white to black. But Mr. Sewing is spearheading a bold effort to integrate the most wealthy and prestigious residential area of metropolitan Kansas City, northeast Johnson County, Kan.

Northeast Johnson County has a population of 200,000, including Fairway and 10 other suburbs. The area's 1968 per-capita income of $3,918 ranked it fifth among the nation's counties; a pattern of discrimination in housing had long kept it a white preserve.

Then Mr. Sewing shattered this color bar three years ago by moving his own family into all-white Fairway—and he has been busy finding homes for Negro buyers ever since. Those who have observed his efforts say his careful campaign offers a look at how genuine integration can come to white neighborhoods without the turmoil that many whites expect and fear.

A Calculated Dispersal

Two factors make Mr. Sewing's effort especially significant:

—The initiative and the strategy come from Negroes themselves rather than from groups of white open-housing advocates. No one encouraged Mr. Sewing to integrate northeast Johnson County—least of all Johnson County's white real estate brokers, who blocked earlier Negro efforts to buy homes here with a variety of discriminatory practices.

—The strategy itself, a calculated dispersal of Negroes throughout the area, is a big departure from the past tendency for Negroes to cluster together in newly integrated areas, often driving whites away. In practice, the Johnson County effort is a fine balance of aggressiveness and self-restraint—best sensed, perhaps, by listening to Mr. Sewing himself.

"I don't think integration should be a matter of waiting until a neighborhood is 'ready,'" he says. "I think the best kind of education for a person who hasn't had the experience of living in an integrated neighborhood is to integrate it."

Yet Mr. Sewing deliberately has passed up chances to sell additional northeast Johnson County homes to Negroes—and to make a quick profit—by exploiting the fears of his new white neighbors through "blockbusting" tactics. Instead, he's trying to scatter his clients throughout northeast Johnson County in a pattern that will open up the area, yet prevent racial turnover and neighborhood resegregation into black ghettos.

Forestalling White Retreat

Integration attempts often break down when the whites desert the newly integrated area for more distant suburbs. Mr. Sewing's strategy of dispersal is designed to forestall that retreat. "If we (Negro brokers) are able to sell housing to minorities, in a scattered pattern, all over the Kansas City metropolitan area, then there will be no hiding place," he explains. Then most whites will simply stay put and see integration through, he believes.

This approach received a potential boost Jan. 1, when a major part of the new Federal open-housing law took effect. The law bans discrimination in an estimated 11.8 million apartment units and also outlaws discrimination in the sale of new homes by professional builders. (On Jan. 1, 1970, all existing single-family homes will be covered when sold through a broker.) Most people, Mr. Sewing among them, doubt that the law itself will end de facto segregation in cities; they are convinced that steady pressure by Negroes will be necessary to do that. But Mr. Sewing says he feels it will "take people off the hook" by giving whites a justification for not discriminating.

But even before the Federal law, Mr. Sewing's strategy was succeeding. There are 22 Negro families in northeast Johnson County today—a fraction of the number that could probably be here had wholesale blockbusting followed Mr. Sewing's move to Fairway. But the Negro families are dispersed through six of the area's 11 municipalities, and many whites believe the area is now prepared to do something it never could have done three years ago—accept additional Negroes almost as a matter of course.

Some Unpleasant Incidents

Of the 22 families, 13 have purchased their homes through Mr. Sewing's agency. The rate of the new Negro arrivals is accelerating, and Mr. Sewing and a second Negro broker already living here plan to open Johnson County offices this spring. Mr. Sewing's present office is in a largely Negro area of Kansas City, Kan.

The initial 22 families haven't entirely escaped unpleasant incidents. But the extent to which the families have become genuinely part of their neighborhoods is often striking.

Consider the experiences of three families:

Thirty-one-year-old Lloyd White, his wife, Vivian, and their four children are the only Negroes in Prairie Village, a pleasant suburb of about 30,500. Gathered with their children around the fireplace in their $20,000 brick-and-frame home on quiet West 78th Street Terrace, they tell of attending a New Year's Eve party at a neighbor's home down the street. None of the homes in the immediate area has changed hands since the Whites arrived in September 1966, and if any neighbors resented their arrival, says Mrs. White, they were "too cool to show it."

Nine-year-old Lisa, a fourth-grader at nearby Tomahawk School, has been to eight slumber parties this school year, including the

Please Turn to Page 14, Column 2

Jews—

* * *

World-Wide

RAB TERRORISTS FIRED on an Israeli ı Zurich; one attacker was killed.

x occupants of the El Al jetliner were ıded, two seriously, when four commandos ɣed it with submachine-gun fire as it taxor a takeoff. In Amman, an Arab guerrilla p claimed "full responsibility." One comdo was shot and killed, and the other ɜ, including a woman, were arrested by s authorities. The Boeing 720, bound for Aviv, had 27 persons aboard. The U.S. : Department deplored the "senseless at-" UN Secretary General Thant conıed the raid and expressed hope Israel dn't retaliate.

A similar attack on an Israeli plane in hens last December led to an Israeli reiatory assault on Beirut airport in which Lebanese aircraft were destroyed.

* * *

EKING CALLED OFF U.S.-Chinese talks had been set for tomorrow in Warsaw.

ıe Red Chinese canceled the 135th meeting een envoys of the two nations because were angered by the defection of a Peking mat to the U.S. A note given to the U.S. assy in Warsaw accused Washington of ɔiring with the Dutch government in the :tion of the Chinese charge d'affaires from Hague last month. In Washington, Secre- of State Rogers expressed disappointment ıe cancelation. He disclosed that the U.S. planned to propose an accord on peace-oexistence between China and the U.S.

Red China had broken off the series of ·etings in Poland 18 months ago but later ı suggested their resumption.

* * *

AIRD GAVE near endorsement to the Sen- system but hinted at modifications.

t a joint news conference, the Defense Sec- ·y and his deputy, David Packard, stopped short of saying the disputed missile-de- ɜ system will be constructed in some form ite growing opposition. But they indicated Pentagon thinks it can find more effective ; of using Sentinel capabilities than the son Administration had planned. Laird said he will visit South Vietnam March 5- ıd suggested a lottery system might be inıced into the draft before the war ends.

The lottery would be a first step in ·rhauling the Selective Service system a bid to create all-volunteer armed ces.

cretary of State Rogers said he hopes -control talks with Moscow can begin be- deployment of the Sentinel system. Testi- before the Senate Foreign Relations Come, he also said the U.S. wouldn't be pred from proceeding with deployment ı.e approved a treaty to bar the spread of ar weapons. Rogers urged prompt ratifi- ı. Chairman Fulbright contended that de- ment of missile-defense systems would vi- the spirit of the pact.

* * *

st Germany closed West Berlin's main ... link with the West for almost two

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37 LYNHURST DRIVE, S.W.
ATLANTA, GEORGIA 30311

April 11, 1969

Mr.
Jenny Wren Ln SW

Dear Mr

I have been following with great interest the sales of homes in the area. Are you going to be selling your home soon? I am offering my services to you. I fully understand how irritating it is to be pestered continually by a real estate salesman telephoning or knocking on your door trying to list your home.

Now is the time to list your home, while the market is good. Our sales staff wants to and will work hard for you. We will screen the prospects, both according to their desires and financially, so that you experience the absolute minimum of inconvenience. our sales personnel always make a specific appointment with you to show the home. A "for sale" sign will not be placed on your property if you object.

The staff is composed of experienced real estate personnel who are familiar with the property in this area. We do not have scores of other listings. This means your property will receive the maximum attention from our staff.

Give me the opportunity to meet with you personally and discuss the listing of your home in more detail. Please feel free to telephone me daytor night and I will personally come over. My residence telephone number is 758-3572. I shall be anxiously awaiting your reply.

With kindest regards, I am

Very truly yours,

Joseph J Hudson

Joseph J Hudson
Sales Manager

Real Estate

THE ATLANTA CONSTITUTION

For 101 Years the South's Standard Newspaper

JACK TARVER, President

REG MURPHY, Editor

PAGE 4 THURSDAY, APRIL 24, 1969

Reg Murphy

The Homeseller Writes a Letter

One day last week Mrs. C. E. Robinson found a disturbing letter in the mailbox at her home in Southwest Atlanta. It was signed by a man we will call Mr. Jones, sales manager of a realty company here. It began:

"I have been following with great interest the sales of homes in the area. Are you going to be selling your home soon? I am in the real estate business and I am offering my service to you . . . Mrs. Robinson, I appeal to your better judgment, let me list your home now while the market is good. Our sales staff want to and will work hard for you . . . Our 'for sale' sign will not be placed on your property if you object . . ."

Mrs. Robinson then sat down and wrote The Constitution: "In other words, sneak one in on your neighbors. Maybe others who say they are not selling (really) are. Can you imagine what happens when a person receiving this letter sees a Negro realtor at his neighbor's house (uninvited, of course) trying to solicit the neighbor's home to sell?"

Yes, Mrs. Robinson, we can imagine. This is the type of tactic which has been undertaken in too many parts of Atlanta in the past few weeks. Somebody needs to speak to the issue now—and then somebody needs to take action.

•

Let me begin by asking the real estate agent, Mr. Jones, a few questions. Why do you ask whether Mrs. Robinson will be selling her home soon? Why do you appeal to her better judgment to sell now "while the market is good?" Do you know something about a selling panic? Or is there some other reason that will cause values to decline?

Is it normal procedure for you to promise that "for sale" signs will not be placed on the lawn? And do you feel good about inviting Mrs. Robinson to sell the home "while the market is good?"

No good real estate agent would be willing to see a responsible and stable neighborhood thrown into chaos and confusion, would he, Mr. Jones? I am certain that you are in that category.

But your letters have overtones of blockbusting, which I am sure you would deny. Because you believe in stable neighborhoods and not creating selling panics.

•

Mr. Jones, you say in your letter that you appeal to the better judgment of the resident. I can only assume that means her better judgment is to remain in a stable neighborhood, not panicking and running.

I also assume that you would be opposed to breaking up a neighborhood and causing panic. You don't believe in a neighborhood going from all-white to all-black, do you, Mr. Jones?

We probably are in agreement that there is no need for a neighborhood to disintegrate, and for residents to flee, just because there is a new neighbor down the street.

But don't you think the net effect of your letter is likely to be the creation of fear that could upset the entire neighborhood?

And don't you think that every real estate man in Atlanta who is writing such sleazy letters should stop it this instant?

DURING THE DEBATE OVER THE PUBLIC ACCOMMODATIONS SECTION, THERE WERE MANY RESTAURANT OWNERS (MANY OF WHOM COULDN'T SAY SO, OPENLY) WHO SUPPORTED OPEN ACCOMMODATIONS. WITH A FEDERAL LAW ON THE BOOKS, THEY WERE TAKEN "OFF THE HOOK" WITH REGARD TO DECIDING WHETHER OR NOT TO DESEGREGATE. IT SEEMS TO ME THAT A REAL ESTATE FIRM WOULD WANT A SIMILAR LAW FOR SIMILAR REASONS: TO GET "OFF THE HOOK," SO TO SPEAK, WITH THE PUBLIC. WITH AN OPEN OCCUPANCY LAW, THE REAL ESTATE FIRM WOULD NOT HAVE TO ANSWER TO THE PUBLIC FOR TRANSACTIONS MADE IN ACCORDANCE WITH AN OPEN OCCUPANCY LAW.

THE REALTOR'S CONCERN IS UNREALISTIC -- THERE HAS BEEN INTEGRATION OF SHELDER IN THE EMORY UNIVERSITY AREA, AND NO ONE HAS BATTED AN EYELASH.

WHEN THE WHOLE COMMUNITY BECOMES AVAILABLE ON A FAIR BASIS TO ALL CITIZENS, THEN THE HOUSING SITUATION BECOMES COMPARABLE TO THE PUBLIC FACILITIES SITUATION AT PRESENT.

REGION

Macomb
Monroe
Oakland
St. Clair
Washtenaw
Wayne

A Metropolitan Fund, Inc., report on Southeast Michigan

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Vol. 4, No. 2
February 1971

Metropolitan Fund's Newest Study Proposes A Paired Community For Southeast Michigan

A BOLD and imaginative alternative to the urban/suburban housing crisis has been proposed in the design study for a "paired new-town" community which would be developed in Detroit and a suburban location, simultaneously and under a single development authority.

The study, *Regional New-town Design, A Paired Community for Southeast Michigan,* was released February 17 by the Metropolitan Fund, Inc., the research organization which conducted the study on behalf of the State of Michigan.

Lt. Gov. Accepts Report for Milliken

Accepting delivery of the paired new-town report on behalf of Governor Milliken, Lt. Gov. James H. Brickley read a statement by the Governor, telling the audience:

"The State of Michigan must have, and we are presently developing, a comprehensive policy on urban growth, a policy which addresses itself to the best use of available land in our urban areas, as well as to the many other related matters of urban concern.

"Development of such a policy is high on my priority list.

"One exciting new development in urban growth, both in this country and abroad, is the creation of Newtowns. It is evident that such Newtowns must be a part of urban development policy. However, equally important is consideration of the central city and its desperately needed revitalization.

"The possibility of encompassing both concerns in a single, imaginative development led to our requesting . . .

(Continued on p. 2, Col. 3)

A one billion dollar, largely private venture to be developed over a 20-year span, the "paired new-town" would provide housing for 100,000 people and create new jobs for 40,000 of the residents. Some 75,000 of the residents would live in a suburban component of the community, 25,000 in the Detroit component.

The study identifies nine potential sites within Detroit and ten on the suburban fringe, recommending that two of these sites be "paired" in a prototype development.

The study was directed by Dr. Hubert Locke, of Wayne State University, who headed a team of local and national physical planners, social scientists, political scientists and economists who created the final design. The study was conducted at the request of Governor Milliken, utilizing funding from HUD, the Kresge Foundation and Metropolitan Fund.

The concept of a "paired new-town" was originated by the Metropolitan Fund as an attempt to "make certain that future urban growth—both physical and economic—takes into account the needs of both the cities and the suburbs, so that one is not expanded and enhanced at the expense of the other." according to Dr. Locke.

In a supportive statement preceding the report, a special policy committee of the Metropolitan Fund points out that "a competitive relationship between peripheral development and central city rebuilding would be pointless . . . there is not sufficient space in the city to house the region's future population growth . . . there must be peripheral development to accommodate the quantity of future growth, and there must be central city rebuilding to enhance the quality of that future growth. Selfish competition between the two necessities could cause both to fail. Rather, the two need to be joined." The proposed paired community would do so.

In a social proposal described by the policy committee as having "much vision in its broad seeking of a better quality life style for the future," the report recommends sweeping changes in the delivery of social services within the paired community.

Suggestions are made concerning new forms of service, and delivery of service, in health care, education, recreation, public safety, communications, judicial-legal, shopping, religion, employment, garbage collection, lighting and others.

(Continued on p. 2, Col. 1)

Locke Tells the "Why" of A Paired Community

Dr. Hubert Locke, paired new-town Project Director, talked about "why" a paired community in presenting the finished report at Metropolitan Fund's annual meeting, pointing out:

"It will undoubtedly be considered by many as bold, radical and visionary — and if it is, then as one who had a small part to play in its production, I for one will be pleased.

"And while we believe this Report is a radical innovation in New Town planning, it has not been planned and conceived in a vacuum. As the Preface points out, this Report in a very modest sense, can be considered as an appended footnote to the comprehensive Doxiadis Report released last fall by the Detroit Edison Company and as one practical outgrowth of the invaluable data compiled in SEMCOG's Transportation and Land Use Study.

(Continued on p. 5, Col. 1)

REGION

Macomb
Monroe
Oakland
St. Clair
Washtenaw
Wayne

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A Metropolitan Fund, Inc., report on Southeast Michigan

Vol. 4, No. 5
May 1971

Mathewson Discusses City Planning On Seven Country Mid-East Trip

An increasing social awareness in America's planning of its cities is the general theme of a series of discussions being held by Metropolitan Fund President Kent Mathewson in a seven-country tour of the Middle East in May and June. Undertaken at the request of the State Department, the trip will include visits with the heads of state and principal business, civic, academic and local government personages in the countries of Saudi Arabia, Iran, Kuwait, Lebanon, Pakistan, Jordan and Israel.

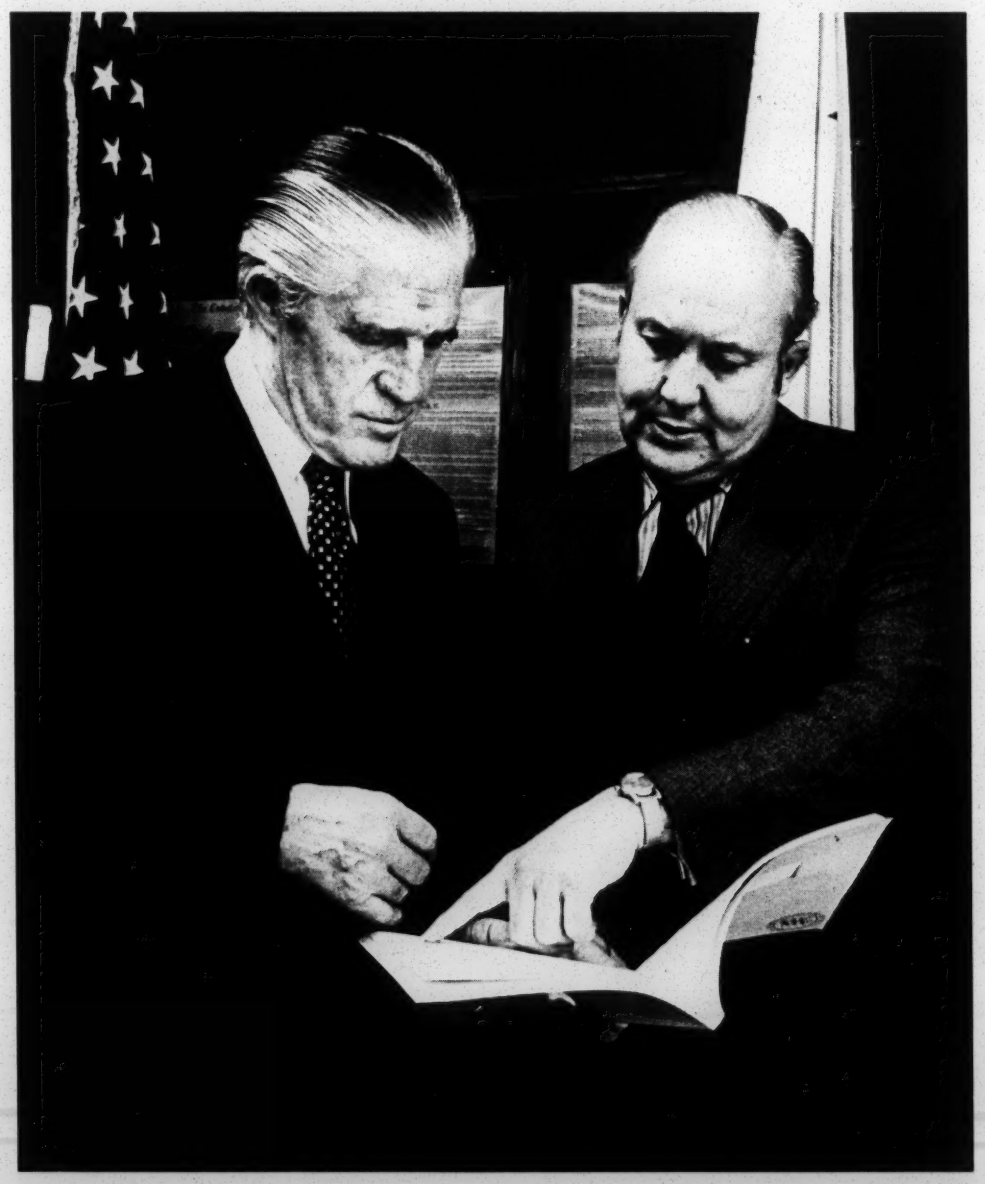
Four Aspects

Presentations in each of the countries will include discussions by Mathewson of the social, physical and governmental aspects of American city planning. He will also talk about the private sector's role in city development and redevelopment. Particular attention will be paid in the discussions to new-town development in the United States, with much interest shown in Detroit's paired new-town concept as developed by Metropolitan Fund.

Visual Program

Mathewson's presentations will be supported by an extensive visual program designed by the United States Information Agency (USIA) staff, including graphic material from the Columbia, Maryland, new-town development, the Welfare Island and Bedford-Stuyvesant inner-city projects in New York, the BART transit system in San Francisco and the Ghiardelli Square renovation project in San Francisco.

Mathewson commenced his trip by attending a reception on May 1st given in his honor by the Governor of Mecca. He will conclude his trip with a briefing tour of new-town accomplishments in Israel, returning to the United States in mid-June.



With Metropolitan Fund's paired new-town concept gaining international interest, Kent Mathewson shows a copy of the "Regional New-town Design" report to HUD Secretary George Romney. Shortly after meeting with Romney, Mathewson left for a six-week trip through the Middle East to discuss the "conscience of America as reflected in its social planning." The program is sponsored by the State Department.

Arthur C. Campbell

REGIONAL DEVELOPMENT AND PLANNING

A Reader

Edited by

John Friedmann

and

William Alonso

The M. I. T. Press

Cambridge, Massachusetts

1964

25. The Concept of a Planning Region—The Evolution of an Idea in the United States*

JOHN FRIEDMANN

Part II of this paper was written in 1955. It does not purport to describe the *practice* of planning in the United States; it attempts, rather, to sketch the *evolution* of an idea: the concept of what is a suitable area for the administration of planning programs. Reference is to the United States, of course, and the focus is on planning activities that in scope exceed municipal boundaries. For urban and regional planning in this country have developed as two different specializations as, indeed, they have in most parts of the world. City planners have been concerned mainly with creating a more efficient physical environment; regional planners have been principally engaged in solving problems of resources and economic development. The reason for this divergence is shown to lie chiefly in the controls available to urban, state, and federal governments for the implementation of policy objectives. The article concludes with a plea for the integration of the regional and urban approaches to planning within areas that have the city as their center of dominant influence.

PART I

American planning practice, and not only the practice but the idea of planning itself, has always been in sharp contrast to the approach popular in Central Europe and elsewhere. Characteristically, it is almost completely devoid of ideological overtones; it is, for the most part, loose and informal; and it is closely linked to operations.[1] As such, it is congenial to the American pragmatic temperament and well adapted to the federal system of decentralized government and ad-

* Reprinted from United Nations, Department of Economic and Social Affairs, Working Paper No. 12, June 25, 1958, and *Land Economics*, Vol. 32 (Feb. 1956).

ministration. The Grand Conception, the Five-Year Plan, is a phenomenon unknown in the United States. Planning tends rather to be piecemeal and experimental.

This is well illustrated by the history of American economic development, a development which might almost be called spontaneous. It was certainly not and still is far from being a centrally directed or planned development. This should not be taken to mean, however, that government has not taken a very active part in economic affairs, be it through fiscal policy, grants-in-aid, subsidies, regulations, research, or resources management. But programs such as these were never, except superficially, related one to the other in a total planning operation. And consequently, there has been no attempt to achieve a regional integration of national policies. Just as no priorities are assigned according to function, so also are there no priorities according to area. Spatial integration has been left to take care of itself. That this approach has, on the whole, been successful is a tribute to the American system. There is no assurance, however, that it would work equally well in other parts of the world.

Regional planning in the United States has at various times had reference to different types of activity as well as to different types of area. There was a time, roughly from 1933 until the end of World War II, when regional planning meant primarily the development of water resources and adjacent land resources within a given river basin. The basic planning unit was the watershed and the objective, the fullest possible use of all physical resources for the improvement of living levels within the area. The Tennessee Valley Authority has been the outstanding example of this type of planning, but a number of other river basins have followed suit: the Columbia, the Central Valley of California, the Missouri, the Arkansas and Red Rivers. Several administrative schemes were tried. The TVA, however, remains the only "authority" in full charge of a comprehensive development program.

The postwar era brought to the fore a different set of problems, and the undogmatic character of planning in the United States made possible a quick adjustment to the new conditions, as attention shifted from the watershed to the metropolitan region as the major planning area. As more and more people streamed into the sprawling urban communities, problems of urban settlement leaped suddenly into the limelight of public concern. City limits had lost their practical significance as population spilled beyond it and as large parts of the United States came within the immediate influence of urban centers. In consequence, so-

called regional metropolitan planning agencies sprang up in many parts of the country.

At the same time, there was also a sharp and growing awareness that many states and groups of states had been left behind in the race for industrialization or, at least, were growing less rapidly than the more advanced centers. There were, for instance, the older industrial areas that had failed to create favorable conditions for the expansion of dynamic industries: chemicals, synthetics, electronic machinery. And there were the "new" regions whose spectacular economic growth had, within a few years, created pressing social and physical problems of adjustment. The phenomenal expansion of industrial and commercial investments following the war had thus created a highly competitive mood in all of the 48 states. Each state wanted to get its share of the new wealth. And so there came into being a new type of "regional planning"—area development. Nearly all of the states established planning or development agencies whose principal job was research into the resource possibilities of their respective areas, information about industrial opportunities, and promotion. In very few instances, however, were these agencies also given control over the planning of state capital budgets.

All told, there are in the United States today a vast number of organizations and institutions concerned with various aspects of regional development. Dr. Perloff lists 19 types of groups, comprising hundreds of individual organizations, from City Planning Commissions in the multimillion cities such as Los Angeles and New York, to official Metropolitan Planning Organizations, Metropolitan and Rural Special Districts, State Planning and Development Agencies, Interstate Organizations, private Area Development Agencies, Regional Authorities, consulting firms, and so forth.[2] This multiplicity of "planning" is truly amazing; and yet there is no plan! A plan is largely an instrument for the integration and coordination of policies. But there exist other means for integration, and Americans have generally preferred more informal methods for bringing together various programs to the rigid "blueprint" of a master or development plan.[3]

What is the relevance of this approach to regional planning for other countries, especially for those which are only now beginning their march towards economic independence and higher levels (and standards) of living? In some respects, the approach is difficult to copy, if only because it assumes certain habits of mind and of administration that are peculiarly American. On the other hand, U.S. experience sug-

gests some guidelines that it may be useful to explore, regardless of what the national style may be.

Experimental Character of Planning

As has been mentioned before, American planning has been particularly undogmatic. As new problems have arisen, the approach to planning—concepts, methods, administration—has changed to meet new challenges in the best possible way. Intellectually, this may not be as satisfying as a more theoretical approach; on the other hand, it is appropriate to a view that considers planning not as an end in itself but as a means toward the solution of specific problems. Much, of course, will depend on the definition of the problem itself, the scope that is given to it, and on the objectives to be reached. But in each case, it is the problem that suggests the means for solution, and not the other way around. In situations that are rapidly changing—as with all of the transitional economies throughout the world—the experimental attitude is much to be preferred to the dogmatic.

Flexible Planning Regions

Flexibility in the application of regional concepts is a corollary to the experimental character of planning. Economic development proceeds through different geographic or spatial arrangements: from rural to urban areas—a shift from agriculture to industry; from one or a few small urban-industrial centers and their surrounding regions to progressive regional decentralization of industrial activities; from "dual" economies to a single national market area. At each stage of development, different regional delimitations will be the most convenient and efficient for purposes of planning. Thus, large multistate regions may be the answer in the beginning, and upon these may be superimposed river basin development schemes; later, the metropolitan region may be the answer, with special programs designed for subregions that need particular attention. No one set of regions is ever completely satisfactory. Each problem must be analyzed in its own terms.

Integration of City and Regional Planning

Cities may be considered as centers of economic development: they affect economic patterns in the areas over which their influence extends, and, at the same time, they are affected by the growth which surrounds them. No effective regional planning can be done—in the sense of resource and economic development—without considering the role of cities, without considering the *core* of economic progress. Similarly, a

good city planner cannot afford to ignore the character of the "city region" and the whole vast hinterland that surrounds the urban nucleus: the characteristics of growth and the requirements of planning are determined by it. The recent trend in the United States toward metropolitan planning recognizes this interrelationship and is taking measures to cope adequately with it. But even less urbanized countries must face up to this problem, and the delimitation of planning regions and the organization of planning administration should take the unity of city and region into account.

Program Planning

Planning is not really planning unless it is effectively related to action programs and administration. That is partly the reason why planning in the United States has been relatively unobtrusive, so that many visitors to this country have, in fact, gone away convinced that planning here does not exist. But it does exist—as an approach to problem solving. Planning activities are very much a part of the way in which existing organizations carry on their daily business. There may not be any specific group indicated to do the planning because everybody is in a sense engaged in planning. A plan that lacks operational significance is a museum piece, and planning does not necessarily begin with a plan but with introducing greater rationality into public decision-making, through better information (research and analysis) and through foresight (projection). Many alternatives for organizing the administration of planning present themselves. But one of the cardinal rules should be that every planning endeavor must be intimately related to the operations of the institution for which the planning is to be done.

It is reasonable to expect that at least these characteristics of American planning are transferable to other parts of the world. There are other aspects which probably are not, and in certain respects, U.S. experience may not be applicable at all to less developed countries. For example, in the question of evolving a national policy of regional development; or in adjusting national policies according to the unique problems and characteristics of the different regions in a country; or, again, in the integration of national programs within individual regions. These are essentially new problems for much of the world and each country will have to feel its own way, perhaps committing mistakes, but learning from them also, and so, by a method of trial and error, evolving an approach to regional and national planning which will be adequate to meet present and foreseeable problems and will be designed to fit within an existing structure of values and institutions.[4]

NOTE

Part I of this essay is reprinted from United Nations Economic and Social Council, Working Paper No. 12, June 25, 1958, pp. 1–6, by permission of the United Nations Publications Office. The remainder is reprinted from *Land Economics*, Vol. 32 (February 1956), pp. 1–13, by permission of *Land Economics*. (Copyright, 1956 by the University of Wisconsin.)

NOTES

[1] Harvey S. Perloff, *Education for Planning: City, State, and Regional*, Baltimore, The Johns Hopkins Press, 1957, pp. 89–103.

[2] *Ibid.*, pp. 101–103.

[3] Master plans, however, have been used very successfully in city planning, and "blueprint" planning is, of course, customary in private industry. Only in relation to public economic life has formal, over-all planning been rejected.

[4] Interest in problems of regional development has in recent years received great stimulus from the activities of the Regional Science Association with headquarters at the University of Pennsylvania and Resources for the Future, Inc., a Ford Foundation subsidiary located in Washington, D. C. These organizations have contributed greatly to the general revival of academic concern with regional questions, and much interesting work is now going on at a number of universities throughout the country.

PART II
THE CONCEPT OF A PLANNING REGION*

With few exceptions, public planning activities are delimited and organized in space. The region, the county, the metropolitan area, and the city are usually considered to be the basic units for planning.

In the present essay we shall be primarily concerned with the functional relation between the two main forms of areal planning, between city and regional planning. Theoretically, there should be little to distinguish one from the other. In both cases the major problem is the same: how to bring the physical environment in which men live under the controlling influence of the public interest. In practice, however, city and regional planning in the United States have proceeded along diverging paths.

* The writer is indebted to Drs. Harvey S. Perloff and Harold M. Mayer, both of the University of Chicago, for many helpful comments and suggestions during an earlier formulation of this essay.

To explain this lack of unity we would have to go far into the historical origins of planning in this country—a task too ambitious for the present essay.[1] But the basic distinction between city and regional planning appears when we consider it as primarily a difference in *controls* available to local and federal government for guarding the public interest.

In the cities, planning has evolved largely as an effort to maintain existing rental values and to improve the circulation of people and the flow of goods.[2] Zoning, subdivision control, and the powers of eminent domain are among its principal and most effective tools. Occasionally, too, city planners are charged with the preparation of capital improvement budgets, and the planning function has been extended to problems of internal growth and development. In most cities, however, the predominant concern is still with the present. Only peripheral attention seems to be given to a comprehensive approach which would determine the "needs" of the community ten, twenty, or even fifty years ahead and would proceed to show how these "needs" might best be met in the present. Rarely is the community offered a choice to consider what kind of a future it would have. The element of *design* in planning is almost totally lacking, and the evolution of life in the community is left by default to the haphazard interaction of private interests.

Regional planning, on the other hand, has grown up under quite different circumstances.[3] "Regional planning," wrote the National Resources Committee in 1935, "should, in the main, confine itself to dealing with the physical resources and equipment out of which socio-economic progress arises."[4] By this definition, regional planning has one major focus of interest: the development of physical resources. But the control powers of the federal government were so restricted that its point of entry into regional planning was the field of water resources where it had primary jurisdiction. Through the development of water resources for a multiplicity of uses it was hoped that social and economic advance in the watershed would be furthered.[5] The watershed, therefore, became rapidly identified as the "proper" region for planning, and the recognition that land resources are intimately re-related to the use of water only strengthened this view. Whether it was called the Tennessee Valley, the Columbia Basin, the Missouri Valley, the Central Valley, or the Arkansas-Red River Valleys, the physical setting was always a major drainage basin organized for comprehensive resource development. Flood control; the development of facilities for navigation, electric power, irrigation, and recreation; stream sanitation; erosion

control and reforestration; even mineral development came to be included under development schemes in major river basins.[6]

The best known and certainly the most advanced regional planning agency in the United States is the Tennessee Valley Authority. Elsewhere in the United States a more complex scheme for regional planning has been worked out which involves a multiplicity of federal agencies such as the Bureau of Reclamation, the Corps of Engineers, the Soil Conservation Service, and the Forest Service; and, to an increasing extent state and local organizations. In every instance, however, administration is found to be organized along regional (watershed) lines.

The contrast between city and regional planning which we have attempted to sketch may be summarized by saying that city planning has been primarily concerned with community conservation through land use planning and control while the purpose of planning for regions has been economic progress through the development of natural reresources. What Catherine Bauer calls an "iron curtain" has descended between city and resources planners.[7] Two different professions, two different vocabularies have grown up. Communication between them has become exceedingly difficult, and on the level of practical action there appears to be little coordination between schemes of regional and urban development.

Now, coordination is no absolute value. It becomes valuable only where it furthers a particular objective. Thus, we may well ask whether regional planning as currently organized can achieve the end of sustained economic progress without taking explicitly into account the existence of urban centers and whether city planning in its present form can effectively achieve *its* purposes while ignoring the larger regional framework within which the city has to function. These questions have not as yet received adequate attention.

The concept of the region as a tool for planning had its origin in the Great Depression. There had been forerunners, of course, such as the Regional Planning Number of the *Survey Graphic* in 1925,[8] and the writings of Benton MacKaye[9] but, as late as 1934, Hedwig Hintze could write in the *Encyclopedia of the Social Sciences* that "in the United States regionalism has never really appeared."[10] To be sure, there existed many examples of metropolitan planning in New York, Boston, Washington, Chicago, Los Angeles and several of the other large American cities but, as we shall see, the "new regionalism" explicitly rejected the metropolitan area as a logical unit for planning.

The new philosophy took hold especially in the South where planning came to be looked upon as the truly dynamic aspect of regionalism.[11] It was an essential particle of the regionalist's fate that planning would provide the means toward the "rehabilitation of the people, toward the reconstruction of regional economy, toward increasing the region's revenue to the nation as well as its own wealth, and toward general regional, cultural adjustment."[12] The South saw in regional planning an opportunity to halt the decline of its resources and its people and to achieve what came to be vaguely referred to as "regional balance," while yet maintaining its unique agrarian culture and tradition. Whether there was not, indeed, a conflict among these objectives is a question that was not apparently considered.

The writers primarily responsible for elaborating on this concept of the planning region were teaching at Southern universities.[13] And the South, in their view, was indeed the archetype of a "true" region. It was identified with a distinctive "folk culture," the region being "an expression of the folk who occupy it and who give it a distinctive character through their 'natural' extra-organized, extra-technological, and unrationalized ways of life."[14] Folk culture, no doubt, was the cohesive bond that held a region together. But it was not sufficient for a definition. The region was also a distinctive area because it possessed "the largest possible degree of homogeneity measured by the largest possible number of economic, cultural, administrative, and functional indices, for the largest possible number of objectives."[15] Clearly, only a rural economy could, by any stretch of the imagination, be considered sufficiently "homogeneous" to qualify as a region. Though urbanization had made progress in the South, it had not yet drawn the focus of regional interest upon itself.[16]

An imagery of rural values still prevailed in the 1930's.[17] Perhaps the most amazing document of the times is a collection of essays written by twelve Southern writers in which the issue was unambiguously posed: agrarian versus industrial society.[18] These essays turned into a vigorous defense of the "Southern way of life," of traditionalism against what the authors called the "American or prevailing way," against progressivism. Industry must never come to the South in large numbers; the South was to remain a separate cultural enclave, a sanctuary of leisurely culture in the "European" sense.[19] And when a few years later TVA set about to develop the great hydro-electric potential of the Tennessee River, even *Fortune* magazine in an otherwise sympathetic article expressed grave doubts that all of the energy produced by federal dams could ever be sold to industrial consumers.[20]

Economic betterment in the South could be accomplished only by over-all planning—that, at least, was the current belief. *Laissez-faire* as a solution to the difficulties confronting the South was rejected as "futile and cruel."[21] The New Deal provided the impetus for planning. And the homogeneous, natural region seemed to be ideally suited to the comprehensive planning approach. No one, it might be added, seemed to be especially surprised by this strange wedding between Southern rural conservatism (region) and Northern progressivism (planning).[22]

The National Resources Committee which sponsored an extensive study of the region for planning tried to avoid some of the pitfalls of the ideological approach taken by its Southern proponents. "Regional planning," the Committee stated, "is not an end in itself; rather it is an instrument for [illegible] basis for action. It is a means for deriving [illegible] programs, and it should be an aid in determining what kinds of devices are most suited to carrying out these policies and programs."[23] But the ideology was in the air; it was pervasive, and it entered as an unconscious bias into the thinking of the Committee when it rejected the concept of the region based upon metropolitan influence:

> "To construct regions which would adhere to cities rather than to the broader aspects of resources, economic patterns and regional interests is to place the emphasis upon one factor rather than the total region. Upon such a basis, regional planning tends to become an expanded form of city planning. On the other hand, it is by no means certain that planning has not arisen at least in part out of necessity of preserving local rural culture and resources against chaotic economic and social forces emanating from the city. Even were cities themselves carefully planned, this would still be true, for the city is an organism whose very nature places its nutritive processes above larger regional considerations."[24]

This was in 1935. In 1938, Lewis Mumford published his brilliant study on *The Culture of Cities*.[25] While generally sympathetic to the Southern exponents of regional planning, he could not—and would not—escape the basic fact that it was the city which gave a region its cultural vitality. Like his Southern brothers-in-arms, he thought he recognized the region as a "natural area." But, he added, "to define human areas, one must seek, not the periphery alone but the center."[26] The city was thus a fact of the utmost geographic importance "for the urban center tends to focus the flow of energies, men, and goods that passes through a region, concentrating them, dispersing them, diverting

them, rerouting them, in short, exerting a close and controlling influence over the development of region as a dynamic reality."[27] The city was viewed as analogous to the heart of the body: a controlling mechanism which pumps the life blood of energy, people, and commerce to all parts of the regional organism.

Shortly after the appearance of Mumford's book came the war, and with it began the sudden and startling rejuvenation of the American economy. Already by 1942 there were signs that the wind had shifted: the city was beginning to make an impression on the consciousness of the nation. In a challenging article, Louis Wirth proposed the metropolitan region as a planning unit.[28] That a restatement of the principles of metropolitan planning was necessary at this time only emphasizes the pervasive influence which the Southern School of regionalists had had on the spatial organization of planning. Wirth proposed that the immediate area constituting the region should be the area of daily intimate and vital interrelation between the city, its suburbs, and periphery and, further, that the region should be a unit "which takes account of the city's and its surrounding area's place in the national and world economy."[29]

Toward the end of the war there appeared a sharply critical article which attacked what it recognized as the rural traditionalist bias of regionalism on the grounds that it had failed to do justice to the facts of the technological revolution that was remaking America. "Regionalism," wrote Kollmorgen, "runs counter to the technological aspects of society which are universal and dominant and will eventually prevail over discordant folkways which regionalists may try to perpetuate."[30] Urbanism, to Kollmorgen, was the "wave of the future" that would sweep everything before its onrushing advance.

But the rural values propounded by the regionalists derived from a hardy stock and would not die so easily. Two years after Kollmorgen's incisive critique, and already well into the postwar era, a group of Yale University social scientists and planners resurrected the imagery of a natural region with its foundation in folk culture.[31] This time, however, the regionalists went beyond the traditional requirements of "geographic unities" and "homogeneous desires, attitudes, and wants," and suggested a forceful analogy of the region with individual living organisms.[32] Living in one of the most urbanized, industrial "regions" in the United States, the authors of the Yale Report searched for a regional philosophy that would somehow conform to their urban experience. In "biologism" they found an adequate basis for their beliefs by which

they could challenge the mechanistic aspects of an urban society which they at once accepted and opposed. In this, they came very close to Lewis Mumford's own interpretation a decade earlier.

The Yale Report was perhaps the last outburst of the regional planning ideology in this country. But it did not mean the end of regional research as such. Since 1947 a number of regional studies have been published which continue the long line of such studies first begun by the National Resources Planning Board in the 1930's. The *Economy of the South*, sponsored by the United States Council of Economic Advisers, was one of these and a typical example of the difficulties that the older regionalists encountered.[33] The study included 13 Southern states, chosen on the basis of a "certain homogeneity in geography, population, climate, income, and history," but especially because each of these states was felt to be vitally concerned "in the production of one or both of the two great cash crops which dominate the agriculture of the region, cotton and tobacco."[34] But no sooner had they stated it, than the authors of the Report retracted this inclusive definition. "In fact," they continue, "the problem of homogeneity arises almost as soon as more than one State is included if, indeed it does not arise within the borders of a single State."[35] From a rigorous, scientific viewpoint a definition of the region according to homogeneous factors seemed rather a shaky one in 1949.

A second important regional study dealt with the New England economy.[36] But here the problem of definition appeared in even a more striking form. While purporting to deal with the whole of the "region," the report is actually preoccupied with southern New England, to the relative neglect of rural Maine, Vermont, and northern New Hampshire. Although in their statistics the authors were compelled to admit the basic north-south distinction inherent in the human geography of the region, they described New England elsewhere as an "old industrial community." But surely this is no more than half of the story. The "region" turns out, in fact, to be two, divided among an even greater number of metropolitan spheres of influence.

The very ambiguity of both these reports regarding the nature of their "regions" suggests that the old conceptions had become of doubtful value. A new regional order and a new kind of planning appeared in the making, an order based on "interdependence" instead of a spurious homogeneity. And again it was Louis Wirth who spoke out for the new concept.[37] In such a region, he wrote, "the component parts are not necessarily similar or identical but stand in a relationship of significant interdependence or integration of life in one or more respects. Such a

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region finds difficulty in delineating its boundaries, but is more likely to have a salient or dominant center . . . ."[38] His article helped to clear the way to a view of regional planning that would be in greater accordance with the facts of economic development. To an elaboration of this view we shall now proceed.

It was primarily through the efforts of the Chicago school of sociologists during the 1930's—building on the pathbreaking work of McKenzie—that the concept of the metropolitan region as the logical unit for planning was developed and refined.[39] Concurrently with these studies at Chicago, the German geographer, Walter Christaller, suggested that any inhabited area would exhibit a certain structure of settlement which may be read as a hierarchy of central places standing in a mutually dependent relationship to each other.[40] The validity of Christaller's rigid geometrical pattern of central places has been variously questioned.[41] Its main influence, however, was to provide a new perspective on regionalism and regional structure. To the attentive reader it suggested an approach which by-passed the old problem of delineating homogeneous "folk-regions."

The first major advance beyond these pre-war researches was achieved in this country by Donald Bogue, who provided large-scale empirical evidence for the theory of metropolitan dominance advanced by McKenzie and offered aggregate measurements of metropolitan regional structure.[42] The next step in the development of metropolitan theory soon followed with an attempt to bring together the theories of regional structure as a system of central places (Christaller) and of metropolitan structure (Bogue). Rutledge Vining of the University of Virginia, in a highly stimulating paper, proposed to view the human landscape as an "inter-connected system of central places."[43] Vining appeared to be strongly influenced in his theory by certain traffic flow maps he had seen for the United States. Indeed, his maps seemed clearly to indicate an hierarchical pattern of cities that transcended any "regional" boundaries and presented instead a picture of economic "flows" of different densities, joining one city to another.

This novel view of the "region," in effect, dispensed with the traditional regional concept altogether. Rather, it pictured a *system of cities* having certain properties of stability, though individual units within the system might always be shifting.[44] Considerable support for this view can be found in the long-run trends of the American economy.

An ever-increasing proportion of the total population lives today in

cities or on the periphery of cities. According to Bogue, 57 percent of the population in 1950 lived in the 162 metropolitan areas defined by the Census, and the proportion continues to rise with each year.[45] Shift of population from rural to urban-metropolitan areas implicit in these figures is well portrayed in recent Census maps: population appears to move into clusters around a relatively small number of central places, and most of the rural countryside is becoming rapidly depopulated. Much of this growth during the past two decades occurred within the "rings" of metropolitan areas, however, rather than in central cities.[46] A rough picture of this important trend may be got by comparing the growth rates of urban and rural non-farm populations during recent decades. Between 1930 and 1950 urban population in the United States increased by 30 percent, contrasted with a 64 percent gain in the rural non-farm sector. Much of this gain was in the suburbs.

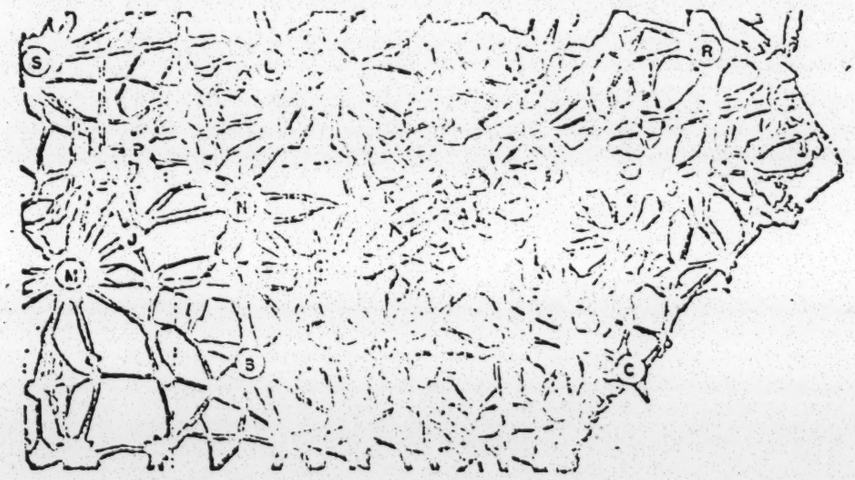

FIG. 1. Traffic flow map, southeast United States, 1952: average daily volume of traffic on main routes with lines proportional to density of traffic. *Source:* United States Department of Commerce, Bureau of Public Roads.
Legend: A Asheville At Atlanta B Birmingham C Charleston Ch Chattanooga J Jackson K Knoxville L Louisville M Memphis N Nashville P Paducah R Richmond S St. Louis

With a high concentration of population in cities and in the areas peripheral to them, central places also gained relatively in economic power. Transport and communications systems came increasingly to focus on the dominant cities. The traffic flow map reveals the striking instance of "nodality" in the flow of the economy.

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Population growth centering around cities must be viewed in the context of the upheaving changes in the American economy which have led to a progressive reduction of employment in farming and to a corresponding increase of opportunities in manufacturing and other sources of employment. The full development of a system of cities is related to economic changes and the particular pattern to which it conforms is dependent on the stage of economic maturity which the economy has reached. With rapid industrialization, new non-farm jobs tend to become available at a faster rate in the larger cities of an area than elsewhere.[48] And income changes, on the whole, parallel this movement of jobs to the large cities.[49] Economic development seems, indeed, to act in such a way as to enhance the possibilities of further growth at central places.[50] Not only does industrialization tend to improve the accessibility of an area by encouraging the provision of a wider variety of transportation services in the center, but it creates its own markets, tends to tip the balance of available capital for investment in favor of the city, and contribute to the progressive specialization of the labor force.[51] And once a pattern of urban settlement is established, its basic structure tends to perpetuate itself.

As the larger cities become more heterogeneous, the smaller cities and communities within their sphere of influence become functionally more specialized. Some grow into "satellites" of the center, others into specialized service, industrial or market cities. While the center of economic power in this pattern is the metropolis, all the communities within its economic reach are mutually dependent upon one another and upon the metropolitan center in its turn.[52]

The emerging pattern of the economy—what Lampard calls its metropolitan phase[53]—is thus built up increasingly around the *city region* with its dense urban core, its less densely populated outer "ring" (population declining outward toward the periphery of this "ring" along the major routes of access), and its satellite communities.[54] With increasing industrialization the conditions for further rapid growth in city regions tend to improve, and the "links" between and among city regions—in terms of population flows and the flows of goods and communications—tend to be strengthened. There is increasing interdependency throughout, and the structure of the whole economy tends to become more precisely defined along functional lines.

If this description of the spatial structure of a developing economy is substantially correct, we conclude that the city region has, in fact, become the basic areal unit for carrying out comprehensive developmental planning below the national level. It is a region defined by an

intricate pattern of economic and social interdependencies; it is, therefore, a "community" informed of certain common interests; and above all, the locus of socio-economic power for a broader geographic area.

The basic requirement for the existence of a city region is transportation. Modern transportation facilities permit the outer "ring" to extend outward from the city core for about one hour's driving distance along major highways and connecting tributary roads.[55] Rapid transportation makes possible the ingathering of materials (e.g., lumber) from within this "ring" as well as the distribution of goods to outlying points of consumption. And it enables individuals to commute freely to most places of employment within the city region which, in turn, permits a more rational ordering of residential, industrial, commercial, and recreational areas. Accessible and rapid transportation is the means by which the various sections of the city region are welded together into a unified whole; it is modern transportation which has made the city region at all possible.

In the past, regional planning in the United States has dealt primarily with the problem of resource development as a means for improving the economic welfare of people, while city planning has been mainly concerned with problems of land use control and circulation. Now we may argue that both of these functions—development and control—should be brought together in a common framework and that the logical framework for this purpose is the city region.

The focus of economic development is thus shifted from a broader territorial basis and an emphasis on *natural* resources to the city region and an emphasis on *metropolitan* resources, such as transportation, space, and community organization. Given this focus, planning for the city region should proceed along two parallel courses of action: (1) in the direction of developing metropolitan resources with a view to encouraging general economic prosperity; and (2) in the direction of controlling land use so as to create a pleasing, no less than an efficient, environment for living. Thus conceived, the planning function should extend across the entire area dominated by the central city.

The resources of most city regions in the United States are far from being fully developed. Yet the socio-economic reality of city regions will not be wholly attained until its resources have been brought to optimum productive levels.

Transportation is perhaps the most strategic of these sources where it unfolds the locational advantages of the city region. It allows for

accessibility to the center and for rapid circulation among the various parts of the city region. Speaking in metaphor, we may say that transportation is the "nervous system" of a regional organism and is absolutely vital to its survival. It will influence both the structure and the efficient functioning of the city region as a center of economic development. Robert B. Mitchell, in the foreword to a study of accessibility in southeastern Pennsylvania, writes much in the same vein:

> "Our 20th century technology makes possible a close and rapid contact among all parts of a great metropolitan area. Distance need be measured no longer by miles, but by minutes and convenience. This is the one most powerful fact in shaping the nature and arrangement of the various metropolitan localities. The potential of each locality is largely determined by its accessibility to other parts of the region. In turn the prosperity of the region as a whole will be very much affected by the quality of its internal circulation system."[56]

In improved internal transportation, Mitchell sees a way to "maximize opportunities for the good life and for prosperity in the Region."[57]

Second in importance only to transportation, are the space resources of the region. It is true that both transportation and space have traditionally been recognized as areas central to the concerns of city planners, but they have seldom been looked upon as *resources* which may be *developed* to assist in the economic growth of a "region."

Space is always in limited supply, modified as it is by its location, physical attributes, and the extent of man-made improvements on the land. It would be a radical mistake to believe that useful or "economic" space in the area surrounding a central city is co-extensive with the total number of square miles of this area, simply because this area does not as yet appear to be densely settled. The techniques of land use planning, subdivision control, and zoning are becoming quite as necessary in the less inhabited areas of a region as within the crowded urban core itself.[58]

A third important resource of the city region is found in the organization of its community life. As the city proper is itself often composed of different "neighborhoods," and as these join with one another in the polity of city life, so does the city region form a "community" which is composed of a number of interrelated parts: the urban core, industrial "satellites," "suburban" residential areas, village communities, and areas reserved for recreation and agricultural use. The economic integration of the city region will be expressed through the proper planning of its transportation and space resources, but it must be reflected in the social

integration of the city region as well. Social integration sets limits to the possible economic integration of regional life. No part of the city region can fully develop its potentialities except within this larger regional framework. Functional differentiation compels the component parts of the region to strive for closer mutual ties and always greater interaction. It is the development of the city region as a truly urban *community* which assures to each component part its special advantages and resources.

The basic spatial relations in an economy are found (1) between a central city and its surrounding region and (2) between one city region and another. The first type of relationship and its significance for planning has been described in the foregoing section. The second type of relationship has greater relevancy for national planning. Differences in the level of economic development among larger socio-economic "regions," such as those defined by the Census, are gradually disappearing in the United States.[59] A truly *national* economy is emerging, with individual "regions," in the old sense, gradually losing their claims to special federal attention. Regional criteria of "need" are no longer as determining to policy as criteria derived from purely national "needs."

Not only are the old regional differences in the United States disappearing, but most of the more densely settled parts of the country may eventually come within the influence of city regions. The landscape will be overlaid with a network of such regions, one region joined to the other. Donald Bogue came to a similar conclusion when he wrote:

> "In the not too distant future . . . . the number of metropolitan centers may increase to such an extent that 65 miles will be the maximum distance which most areas lie from a central city, and technological improvements in transportation may permit all communities within this radius to participate directly with the metropolis."[60]

If this hypothesis is correct, and already it seems to hold true for large sections of the country, attention in national planning will have to shift increasingly to the relations *among* city regions. Transportation assumes a major role in defining these relations, and the current high pitch of interest in express highways is indicative of this trend.

In addition to planning for the city region and inter-regional relations, special resource problems may arise from time to time which call for

a different areal organization than the one we have emphasized in this essay. In the case of power, water, or recreation resources, to cite some prominent examples, development may be organized on the basis of "functional" regions. Such a region may consist of an integral number of city regions grouped together for the purpose of planning a single function. In view of the interlinked pattern of city regions emerging in the more densely populated parts of the country, this particular form of regional organization is one likely to be followed. There are other possibilities, of course, where a functional region such as a watershed would cut across city regional boundaries or where several states would join in the solution of a mutual problem. But even here, the fact that city regions exist will loom large in planning considerations.

Although as much as 90 percent of the total population of the country may eventually reside within city regions, there will be large areas of sparsely settled land that fall outside the immediate influence of central cities. Such areas as the Cumberland Plateau, the Blue Ridge Mountains, the Ozarks, the Great Lakes cut-over regions, parts of northern New England, and large sections of the Southwest and West fall in this category. They pose special planning problems due to the poverty of their populations and their limited resources. An extensive type of development through recreation, forestry, or grazing will ofen form the basic approach to these areas. They are regions characterized by special physical disadvantage for a more intensive development. They may be called "functional regions" when public policy addresses itself specifically to problems related to the development of their resources. However, the name is unimportant. What is important is the recognition that special problems beset these areas; that they fall outside the existing pattern of city regions and thus outside the main stream of economic progress; and that only a small proportion of the country's population will reside in them.

Apart from these special areas, the United States economy maintains a definite spatial structure expressed in the pattern formed by city regions, and functional planning will usually be carried out successfully where it is closely related to this pattern, point for point. City regions are the nerve centers of economic life in an area. They are the seats of economic power where most of the population is concentrated, where most of the vital decisions affecting larger areas are made, and where the financial means are present for carrying these decisions into action. Any planning which ignores this primary fact about the spatial structure of an economy must be judged unrealistic.

NOTES

[1] For an excellent and comprehensive summary, cf. R. G. Tugwell and E. C. Banfield, "Governmental Planning at Mid-Century," *The Journal of Politics*, XIII (1951), p. 133–163.

[2] Robert B. Mitchell and Chester Rapkin, *Urban Traffic: A Function of Land Use* (New York: Columbia University Press, 1954).

[3] In the present context, metropolitan planning will be treated as a form of city planning. This coincides with the view expressed by Benton MacKaye and Lewis Mumford in their article on "Regional Planning" which first appeared in the 14th edition of the *Encyclopedia Britannica* in 1929.

[4] National Resources Committee, *Regional Factors in National Planning* (Washington: U. S. Government Printing Office, 1935), p. 156.

[5] For example, Gordon Clapp, shortly before his resignation as Chairman of the Board of TVA wrote: "Those who urged the enactment of the TVA Act apparently believed that, if the Tennessee River were conquered and its water power harnessed, the river would help transform the economic life of the region and increase the productive capacity of the nation. Nothing less than the resources of the United States Government could cope with this task." *TVA: An Approach to Regional Development* (Chicago: The University of Chicago Press, 1955), p. 14.

[6] President's Water Resources Policy Commission, *A Water Policy for the American People*, Vol. I (Washington: U. S. Government Printing Office, 1950).

[7] Catherine Bauer, "Economic Progress and Living Conditions," *The Town Planning Review*, January 1954, p. 303.

[8] *Survey Graphic*, May 1925.

[9] Benton MacKaye, *The New Exploration: A Philosophy of Regional Planning* (New York: Harcourt, Brace and Co., 1928).

[10] In the article on "Regionalism."

[11] Howard W. Odum and Harry Estill Moore, *American Regionalism* (New York: Henry Holt and Co., 1938), p. 253.

[12] *Ibid.*, p. 254.

[13] Howard W. Odum, "The Case for Regional National Social Planning," *Social Forces*, October 1934, pp. 6–23; Rupert B. Vance, "Implications of the Concept 'Region and Regional Planning'," *Publication of the American Sociological Society*, August 1935, pp. 85–93; T. J. Woofter, Jr., "Southern Population and Social Planning," *Social Forces*, October 1935, pp. 16–22; Harry E. Moore, *What Is Regionalism* (Chapel Hill: The University of North Carolina Press, 1937); John V. Van Sickle, *Planning for the South* (Nashville, Tenn.: Vanderbilt University Press, 1943).

[14] Moore, *op cit.*, p. 13.

[15] Odum and Moore, *op. cit.*, p. 272.

[16] Walter J. Matherly, "The Urban Development of the South," *The Southern Economic Journal*, February 1935, pp. 3–26. For more recent evidence, cf. Rupert B. Vance and Nicholas J. Demerath (eds.), *Urban South* (Chapel Hill, N. C.: Univ. Press, 1955).

[17] A dawning recognition that the rural way of life in the South might be in the process of being swallowed by progressive urbanization is found in Van

Sickle, *op. cit.*, pp. 76 ff. Van Sickle wrote his book at the crest of the war-time wave of expansion of industry in 1943.

[28] Twelve Southerners, *I'll Take My Stand* (New York: Harper and Brothers, 1930).

[29] *Ibid.*, p. 3.

[30] "TVA: Federal Power," *Fortune*, May 1935, pp. 156–160.

[31] Van Sickle, *op. cit.*, p. ix.

[32] That planning had struck its roots in the urban reformist movement during the early part of this century and that its methods and techniques were carried over into the national scene during the New Deal has been strikingly demonstrated by Rexford G. Tugwell in "The Sources of New Deal Reformism," *Ethics*, July 1954, pp. 249–276.

[33] National Resources Committee, *op. cit.*, p. 167.

[34] *Ibid.*, p. 159.

[35] Lewis Mumford, *The Culture of Cities* (New York: Harcourt, Brace and Co., 1938).

[36] *Ibid.*, p. 315.

[37] *Ibid.*

[38] Louis Wirth, "The Metropolitan Region as a Planning Unit," *National Conference on Planning*, Proceedings of the Conference held at Indianapolis, Indiana, May 25–27, 1942 (Chicago: American Society of Planning Officials, 1942), pp. 141–151.

[39] *Ibid.*, p. 150.

[40] Walter M. Kollmorgen, "Crucial Deficiencies of Regionalism," *American Economic Review*, Papers and Proceedings, May 1945, p. 377.

[41] Yale University, *The Case for Regional Planning*, with Special Reference to New England (New Haven: Yale University Press, 1947).

[42] *Ibid.*, p. 36.

[43] Joint Committee on the Economic Report, (Washington: U. S. Government Printing Office, 1949).

[44] *Op. cit.*, p. 1.

[45] *Ibid.*

[46] U. S. Council of Economic Advisers, *The New England Economy* (Washington, U. S. Government Printing Office, 1951).

[47] Louis Wirth, "The Limitations of Regionalism," *Regionalism in America*, edited by Merrill Jensen, (Madison, Wisconsin: The University of Wisconsin Press, 1951), pp. 381–393.

[48] *Ibid.*, p. 383.

[49] Roderick D. McKenzie, *The Metrooplitan Community* (New York: McGraw-Hill Book Co., Inc. 1935). Indeed, metropolitan regionalism in 1951 was not a new phenomenon; but it was now new in its more or less self-conscious opposition to the Southern regional school.

[50] Walter Christaller, *Die Zentralen Orte in Sueddeutschland* (Jena: Gustav Fischer Verlag, 1933). See also the discussion of Christaller's theory in Robert E. Dickinson's *City Region and Regionalism* (London: Kegan Paul, Trench, Trubner and Co., 1947); for a more recent critical review, Rutledge Vining, "A Description of Certain Spatial Aspects of an Economic System," *Economic Development and Cultural Change*, January 1955, pp. 160–165.

[41] The most recent example is Vining, *op. cit.*, pp. 164–5. Also August Lösch. *The Economics of Location* (New Haven: Yale University Press, 1954), p. 433.

[42] Don J. Bogue, *The Structure of the Metropolitan Community* (Ann Arbor, Michigan: Horace H. Rackham School of Graduate Studies, University of Michigan, 1950).

[43] Rutledge Vining, "Delimitation of Economic Areas: Statistical Conceptions of the Spatial Structure of an Economic System," *Journal of the American Statistical Association*, March 1953, pp. 44–64.

[44] Vining, "A Description of Certain Spatial Aspects . . . ," *op. cit.*, p. 185.

[45] Donald J. Bogue, *Population Growth in Standard Metropolitan Areas, 1900–1950*, (Washington: Housing and Home Finance Agency, 1953), p. vii.

[46] *Ibid.*, p. 18.

[47] *U. S. Census of Population*, 1930, 1940, and 1950. To insure comparability of data, the old Census definitions of "urban" and "rural non-farm" were used for 1950.

[48] John R. P. Friedmann, *The Spatial Structure of Economic Development in the Tennessee Valley*, Research Paper No. 1, Program of Education and Research in Planning (The University of Chicago, March 1955), chaps. II and III.

[49] *Ibid.*, chap. V.

[50] *Ibid.*, chap. VI.

[51] *Ibid.*, pp. 31–36.

[52] The metropolitan center is itself related to other centers and, according to Vining, occupies a place in the hierarchy of cities within the national system as a whole. What we have attempted to describe in the preceding pages is only the growth of one of the sub-systems within the larger system for the nation.

[53] Eric E. Lampard, "The History of Cities in the Economically Advanced Areas," *Economic Development and Cultural Change*, January 1955, p. 102.

[54] The term "city region" is preferred to "metropolitan region" because the concept is meant to apply also to cities which are smaller than those defined by the Census as "metropolitan." According to the Census, the population minimum for the central city of a standard metropolitan area is 50,000. "City region," as here defined, may be areas with a central urban core of about 30,000 population. The parallel British term would be "town region."

[55] Friedmann, *op. cit.*, p. 67. Cf. also Frank G. Coolsen *et al.*, *Paducah and Western Kentucky:* Income, Labor, and Retail Trade Patterns (Frankfort, Ky.: The Agricultural and Industrial Development Board of Kentucky, 1952); and Robert N. Gold, *Manufacturing Structure and Pattern of the South Bend-Mishawaka Area* (Research Paper No. 36, Department of Geography, The University of Chicago, June 1954).

[56] The Southeastern Pennsylvania Regional Planning Commission, *Time-Distance* (Bridgeport, Pa., 1954).

[57] *Ibid.*

[58] The consequences of ignoring these problems are vividly stated by Karl Belsen in his "Misuse of Land in Fringe Areas and Inadequate Subdivision Standards," *Problems of Decentralization in Metropolitan Areas*, Department of City and Regional Planning, University of California, 1954. (Mimeographed.)

[59] Charles A. R. Wardwell, *Regional Trends in the United States Economy* (Washington: U. S. Government Printing Office, 1951), especially Chap. I.

[60] Bogue, *The Structure of the Metropolitan Community, op. cit.*, p. 55.

Public Law 89-136
89th Congress, S. 1648
August 26, 1965

An Act

79 STAT. 552.

To provide grants for public works and development facilities, other financial assistance and the planning and coordination needed to alleviate conditions of substantial and persistent unemployment and underemployment in economically distressed areas and regions.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Public Works and Economic Development Act of 1965".

Public Works and Economic Development Act of 1965.

STATEMENT OF PURPOSE

SEC. 2. The Congress declares that the maintenance of the national economy at a high level is vital to the best interests of the United States, but that some of our regions, counties, and communities are suffering substantial and persistent unemployment and underemployment; that such unemployment and underemployment cause hardship to many individuals and their families, and waste invaluable human resources; that to overcome this problem the Federal Government, in cooperation with the States, should help areas and regions of substantial and persistent unemployment and underemployment to take effective steps in planning and financing their public works and economic development; that Federal financial assistance, including grants for public works and development facilities to communities, industries, enterprises, and individuals in areas needing development should enable such areas to help themselves achieve lasting improvement and enhance the domestic prosperity by the establishment of stable and diversified local economies and improved local conditions, provided that such assistance is preceded by and consistent with sound, long-range economic planning; and that under the provisions of this Act new employment opportunities should be created by developing and expanding new and existing public works and other facilities and resources rather than by merely transferring jobs from one area of the United States to another.

TITLE I—GRANTS FOR PUBLIC WORKS AND DEVELOPMENT FACILITIES

SEC. 101. (a) Upon the application of any State, or political subdivision thereof, Indian tribe, or private or public nonprofit organization or association representing any redevelopment area or part thereof, the Secretary of Commerce (hereinafter referred to as the Secretary) is authorized—

(1) to make direct grants for the acquisition or development of land and improvements for public works, public service, or development facility usage, and the acquisition, construction, rehabilitation, alteration, expansion, or improvement of such facilities, including related machinery and equipment, within a redevelopment area, if he finds that—

(A) the project for which financial assistance is sought will directly or indirectly (i) tend to improve the opportunities, in the area where such project is or will be located, for the successful establishment or expansion of industrial or commercial plants or facilities, (ii) otherwise assist in the creation of additional long-term employment opportunities for such area, or (iii) primarily benefit the long-term unemployed and members of low-income families or otherwise

substantially further the objectives of the Economic Opportunity Act of 1964;

78 Stat. 508.
42 USC 2701 note.

(B) the project for which a grant is requested will fulfill a pressing need of the area, or part thereof, in which it is, or will be, located; and

(C) the area for which a project is to be undertaken has an approved overall economic development program as provided in section 202(b)(10) and such project is consistent with such program;

(2) to make supplementary grants in order to enable the States and other entities within redevelopment areas to take maximum advantage of designated Federal grant-in-aid programs (as hereinafter defined), direct grants-in-aid authorized under this section, and Federal grant-in-aid programs authorized by the Watershed Protection and Flood Prevention Act (68 Stat. 666, as amended), and the eleven watersheds authorized by the Flood Control Act of December 22, 1944, as amended and supplemented (58 Stat. 887), for which they are eligible but for which, because of their economic situation, they cannot supply the required matching share.

16 USC 1001 note.

(b) Subject to subsection (c) hereof, the amount of any direct grant under this section for any project shall not exceed 50 per centum of the cost of such project.

(c) The amount of any supplementary grant under this section for any project shall not exceed the applicable percentage established by regulations promulgated by the Secretary, but in no event shall the non-Federal share of the aggregate cost of any such project (including assumptions of debt) be less than 20 per centum of such cost. Supplementary grants shall be made by the Secretary, in accordance with such regulations as he shall prescribe, by increasing the amounts of direct grants authorized under this section or by the payment of funds appropriated under this Act to the heads of the departments, agencies, and instrumentalities of the Federal Government responsible for the administration of the applicable Federal programs. Notwithstanding any requirement as to the amount or sources of non-Federal funds that may otherwise be applicable to the Federal program involved, funds provided under this subsection shall be used for the sole purpose of increasing the Federal contribution to specific projects in redevelopment areas under such programs above the fixed maximum portion of the cost of such project otherwise authorized by the applicable law. The term "designated Federal grant-in-aid programs," as used in this subsection, means such existing or future Federal grant-in-aid programs assisting in the construction or equipping of facilities as the Secretary may, in furtherance of the purposes of this Act, designate as eligible for allocation of funds under this section. In determining the amount of any supplementary grant available to any project under this section, the Secretary shall take into consideration the relative needs of the area, the nature of the project to be assisted, and the amount of such fair user charges or other revenues as the project may reasonably be expected to generate in excess of those which would amortize the local share of initial costs and provide for its successful operation and maintenance (including depreciation).

(d) The Secretary shall prescribe rules, regulations, and procedures to carry out this section which will assure that adequate consideration is given to the relative needs of eligible areas. In prescribing such rules, regulations, and procedures the Secretary shall consider among other relevant factors (1) the severity of the rates of unemployment in the eligible areas and the duration of such unemployment and (2)

the income levels of families and the extent of underemployment in eligible areas.

(e) Except for projects specifically authorized by Congress, no financial assistance shall be extended under this section with respect to any public service or development facility which would compete with an existing privately owned public utility rendering a service to the public at rates or charges subject to regulation by a State or Federal regulatory body, unless the State or Federal regulatory body determines that in the area to be served by the facility for which the financial assistance is to be extended there is a need for an increase in such service (taking into consideration reasonably foreseeable future needs) which the existing public utility is not able to meet through its existing facilities or through an expansion which it agrees to undertake.

(f) The Secretary shall prescribe regulations which will assure that appropriate local governmental authorities have been given a reasonable opportunity to review and comment upon proposed projects under this section.

SEC. 102. (a) In addition to the assistance otherwise authorized, the Secretary is authorized to make grants in accordance with the provisions of this title to those areas which the Secretary of Labor determines, on the basis of average annual available unemployment statistics, were areas of substantial unemployment during the preceding calendar year.

(b) Areas designated under the authority of this section shall be subject to an annual review of eligibility in accordance with section 402, and to all of the rules, regulations, and procedures applicable to redevelopment areas except as the Secretary may otherwise prescribe by regulation.

SEC. 103. Not more than 15 per centum of the appropriations made pursuant to this title may be expended in any one State.

SEC. 104. No part of any appropriations made pursuant to this title may be expended for any project in any area which is within the "Appalachian region" (as that term is defined in section 403 of the Appalachian Regional Development Act of 1965) which is approved for assistance under the Appalachian Regional Development Act of 1965. Ante, p. 21.

SEC. 105. There is hereby authorized to be appropriated to carry out this title not to exceed $500,000,000 for the fiscal year ending June 30, 1966, and for each fiscal year thereafter through the fiscal year ending June 30, 1969. Appropriation.

FINANCIAL ASSISTANCE FOR SEWER FACILITIES

SEC. 106. No financial assistance, through grants, loans, guarantees, or otherwise, shall be made under this Act to be used directly or indirectly for sewer or other waste disposal facilities unless the Secretary of Health, Education, and Welfare certifies to the Secretary that any waste material carried by such facilities will be adequately treated before it is discharged into any public waterway so as to meet applicable Federal, State, interstate, or local water quality standards.

TITLE II—OTHER FINANCIAL ASSISTANCE

PUBLIC WORKS AND DEVELOPMENT FACILITY LOANS

SEC. 201. (a) Upon the application of any State, or political subdivision thereof, Indian tribe, or private or public nonprofit organization or association representing any redevelopment area or part thereof, the Secretary is authorized to purchase evidence of indebtedness and to make loans to assist in financing the purchase or development of land

and improvements for public works, public service, or development facility usage, including public works, public service, and development facility usage, to be provided by agencies of the Federal Government pursuant to legislation requiring that non-Federal entities bear some part of the cost thereof, and the acquisition, construction, rehabilitation, alteration, expansion, or improvement of such facilities, including related machinery and equipment, within a redevelopment area, if he finds that—

(1) the project for which financial assistance is sought will directly or indirectly—

(A) tend to improve the opportunities, in the area where such project is or will be located, for the successful establishment or expansion of industrial or commercial plants or facilities,

(B) otherwise assist in the creation of additional long-term employment opportunities for such area, or

(C) primarily benefit the long-term unemployed and members of low-income families or otherwise substantially further the objectives of the Economic Opportunity Act of 1964;

78 Stat. 508.
42 USC 2701 note.

(2) the funds requested for such project are not otherwise available from private lenders or from other Federal agencies on terms which in the opinion of the Secretary will permit the accomplishment of the project;

(3) the amount of the loan plus the amount of other available funds for such project are adequate to insure the completion thereof;

(4) there is a reasonable expectation of repayment; and

(5) such area has an approved overall economic development program as provided in section 202(b)(10) and the project for which financial assistance is sought is consistent with such program.

(b) Subject to section 701(5), no loan, including renewals or extensions thereof, shall be made under this section for a period exceeding forty years, and no evidence of indebtedness maturing more than forty years from the date of purchase shall be purchased under this section. Such loans shall bear interest at a rate not less than a rate determined by the Secretary of the Treasury taking into consideration the current average market yield on outstanding marketable obligations of the United States with remaining periods to maturity comparable to the average maturities of such loans, adjusted to the nearest one-eighth of 1 per centum, less not to exceed one-half of 1 per centum per annum.

(c) There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this section and section 202: *Provided*, That annual appropriations for the purpose of purchasing evidences of indebtedness, making and participating in loans, and guaranteeing loans shall not exceed $170,000,000, for the fiscal year ending June 30, 1966, and for each fiscal year thereafter through the fiscal year ending June 30, 1970.

(d) Except for projects specifically authorized by Congress, no financial assistance shall be extended under this section with respect to any public service or development facility which would compete with an existing privately owned public utility rendering a service to the public at rates or charges subject to regulation by a State or Federal regulatory body, unless the State or Federal regulatory body determines that in the area to be served by the facility for which the financial assistance is to be extended there is a need for an increase in such service (taking into consideration reasonably foreseeable

future needs) which the existing public utility is not able to meet through its existing facilities or through an expansion which it agrees to undertake.

(e) The Secretary shall prescribe regulations which will assure that appropriate local governmental authorities have been given a reasonable opportunity to review and comment upon proposed projects under this section.

LOANS AND GUARANTEES

SEC. 202. (a) The Secretary is authorized (1) to purchase evidences of indebtedness and to make loans (which for purposes of this section shall include participations in loans) to aid in financing any project within a redevelopment area for the purchase or development of land and facilities (including machinery and equipment) for industrial or commercial usage, including the construction of new buildings, the rehabilitation of abandoned or unoccupied buildings, and the alteration, conversion, or enlargement of existing buildings; and (2) to guarantee loans for working capital made to private borrowers by private lending institutions in connection with projects in redevelopment areas assisted under subsection (a)(1) hereof, upon application of such institution and upon such terms and conditions as the Secretary may prescribe: *Provided, however*, That no such guarantee shall at any time exceed 90 per centum of the amount of the outstanding unpaid balance of such loan.

(b) Financial assistance under this section shall be on such terms and conditions as the Secretary determines, subject, however, to the following restrictions and limitations:

(1) Such financial assistance shall not be extended to assist establishments relocating from one area to another or to assist subcontractors whose purpose is to divest, or whose economic success is dependent upon divesting, other contractors or subcontractors of contracts theretofore customarily performed by them: *Provided, however*, That such limitation shall not be construed to prohibit assistance for the expansion of an existing business entity through the establishment of a new branch, affiliate, or subsidiary of such entity if the Secretary finds that the establishment of such branch, affiliate, or subsidiary will not result in an increase in unemployment of the area of original location or in any other area where such entity conducts business operations, unless the Secretary has reason to believe that such branch, affiliate, or subsidiary is being established with the intention of closing down the operations of the existing business entity in the area of its original location or in any other area where it conducts such operations.

(2) Such assistance shall be extended only to applicants, both private and public (including Indian tribes), which have been approved for such assistance by an agency or instrumentality of the State or political subdivision thereof in which the project to be financed is located, and which agency or instrumentality is directly concerned with problems of economic development in such State or subdivision.

(3) The project for which financial assistance is sought must be reasonably calculated to provide more than a temporary alleviation of unemployment or underemployment within the redevelopment area wherein it is or will be located.

(4) No loan or guarantee shall be extended hereunder unless the financial assistance applied for is not otherwise available from private lenders or from other Federal agencies on terms which in the opinion of the Secretary will permit the accomplishment of the project.

(5) The Secretary shall not make any loan without a participation unless he determines that the loan cannot be made on a participation basis.

(6) No evidences of indebtedness shall be purchased and no loans shall be made or guaranteed unless it is determined that there is reasonable assurance of repayment.

(7) Subject to section 701(5) of this Act, no loan, including renewals or extension thereof, may be made hereunder for a period exceeding twenty-five years and no evidences of indebtedness maturing more than twenty-five years from date of purchase may be purchased hereunder: *Provided*, That the foregoing restrictions on maturities shall not apply to securities or obligations received by the Secretary as a claimant in bankruptcy or equitable reorganization or as a creditor in other proceedings attendant upon insolvency of the obligor.

(8) Loans made and evidences of indebtedness purchased under this section shall bear interest at a rate not less than a rate determined by the Secretary of the Treasury taking into consideration the current average market yield on outstanding marketable obligations of the United States with remaining periods to maturity comparable to the average maturities of such loans, adjusted to the nearest one-eighth of 1 per centum, plus additional charge, if any, toward covering other costs of the program as the Secretary may determine to be consistent with its purpose.

(9) Loan assistance shall not exceed 65 per centum of the aggregate cost to the applicant (excluding all other Federal aid in connection with the undertaking) of acquiring or developing land and facilities (including machinery and equipment), and of constructing, altering, converting, rehabilitating, or enlarging the building or buildings of the particular project, and shall, among others, be on the condition that—

(A) other funds are available in an amount which, together with the assistance provided hereunder, shall be sufficient to pay such aggregate cost;

(B) not less than 15 per centum of such aggregate cost be supplied as equity capital or as a loan repayable in no shorter period of time and at no faster an amortization rate than the Federal financial assistance extended under this section is being repaid, and if such a loan is secured, its security shall be subordinate and inferior to the lien or liens securing such Federal financial assistance: *Provided, however*, That, except in projects involving financial participation by Indian tribes, not less than 5 per centum of such aggregate cost shall be supplied by the State or any agency, instrumentality, or political subdivision thereof, or by a community or area organization which is nongovernmental in character, unless the Secretary shall determine in accordance with objective standards promulgated by regulation that all or part of such funds are not reasonably available to the project because of the economic distress of the area or for other good cause, in which case he may waive the requirement of this provision to the extent of such unavailability, and allow the funds required by this subsection to be supplied by the applicant or by such other non-Federal source as may reasonably be available to the project;

(C) to the extent the Secretary finds such action necessary to encourage financial participation in a particular project by other lenders and investors, and except as otherwise provided in subparagraph (B), any Federal financial assistance extended under this section may be repayable only after other loans made in connection with such project have been repaid in full, and the security, if any, for such Federal financial assistance may be subordinate and inferior to the lien or liens securing other loans made in connection with the same project.

(10) No such assistance shall be extended unless there shall be submitted to and approved by the Secretary an overall program for the economic development of the area and a finding by the State, or any agency, instrumentality, or local political subdivision thereof, that the project for which financial assistance is sought is consistent with such program: *Provided*, That nothing in this Act shall authorize financial assistance for any project prohibited by laws of the State or local political subdivision in which the project would be located, nor prevent the Secretary from requiring such periodic revisions of previously approved overall economic development programs as he may deem appropriate.

ECONOMIC DEVELOPMENT REVOLVING FUND

SEC. 203. Funds obtained by the Secretary under section 201, loan funds obtained under section 403, and collections and repayments received under this Act, shall be deposited in an economic development revolving fund (hereinafter referred to as the "fund"), which is hereby established in the Treasury of the United States, and which shall be available to the Secretary for the purpose of extending financial assistance under sections 201, 202, and 403, and for the payment of all obligations and expenditures arising in connection therewith. There shall also be credited to the fund such funds as have been paid into the area redevelopment fund or may be received from obligations outstanding under the Area Redevelopment Act. The fund shall pay 75 Stat. 47.
into miscellaneous receipts of the Treasury, following the close of each 42 USC 2501
fiscal year, interest on the amount of loans outstanding under this Act note.
computed in such manner and at such rate as may be determined by the Secretary of the Treasury taking into consideration the current average market yield on outstanding marketable obligations of the United States with remaining periods to maturity comparable to the average maturities of such loans, adjusted to the nearest one-eighth of 1 per centum, during the month of June preceding the fiscal year in which the loans were made.

TITLE III—TECHNICAL ASSISTANCE, RESEARCH, AND INFORMATION

SEC. 301. (a) In carrying out his duties under this Act the Secretary is authorized to provide technical assistance which would be useful in alleviating or preventing conditions of excessive unemployment or underemployment (1) to areas which he has designated as redevelopment areas under this Act, and (2) to other areas which he finds have substantial need for such assistance. Such assistance shall include project planning and feasibility studies, management and operational assistance, and studies evaluating the needs of, and developing potentialities for, economic growth of such areas. Such assistance may be provided by the Secretary through members of his staff, through the payment of funds authorized for this section to other departments or agencies of the Federal Government, through the employment of private individuals, partnerships, firms, corporations, or suitable institutions, under contracts entered into for such purposes, or through grants-in-aid to appropriate public or private nonprofit State, area, district, or local organizations. The Secretary, in his discretion, may require the repayment of assistance provided under this subsection and prescribe the terms and conditions of such repayment.

(b) The Secretary is authorized to make grants to defray not to exceed 75 per centum of the administrative expenses of organizations which he determines to be qualified to receive grants-in-aid under sub-

section (a) hereof. In determining the amount of the non-Federal share of such costs or expenses, the Secretary shall give due consideration to all contributions both in cash and in kind, fairly evaluated, including but not limited to space, equipment, and services. Where practicable, grants-in-aid authorized under this subsection shall be used in conjunction with other available planning grants, such as urban planning grants authorized under the Housing Act of 1954, as amended, and highway planning and research grants authorized under the Federal Aid Highway Act of 1962, to assure adequate and effective planning and economical use of funds.

68 Stat. 590.
12 USC 1703 note.
76 Stat. 1145.
23 USC 101 note.

(c) To assist in the long-range accomplishment of the purposes of this Act, the Secretary, in cooperation with other agencies having similar functions, shall establish and conduct a continuing program of study, training, and research to (A) assist in determining the causes of unemployment, underemployment, underdevelopment, and chronic depression in the various areas and regions of the Nation, (B) assist in the formulation and implementation of national, State, and local programs which will raise income levels and otherwise produce solutions to the problems resulting from these conditions, and (C) assist in providing the personnel needed to conduct such programs. The program of study, training, and research may be conducted by the Secretary through members of this staff, through payment of funds authorized for this section to other departments or agencies of the Federal Government, or through the employment of private individuals, partnerships, firms, corporations, or suitable institutions, under contracts entered into for such purposes, or through grants to such individuals, organizations, or institutions, or through conferences and similar meetings organized for such purposes. The Secretary shall make available to interested individuals and organizations the results of such research. The Secretary shall include in his annual report under section 707 a detailed statement concerning the study and research conducted under this section together with his findings resulting therefrom and his recommendations for legislative and other action.

(d) The Secretary shall aid redevelopment areas and other areas by furnishing to interested individuals, communities, industries, and enterprises within such areas any assistance, technical information, market research, or other forms of assistance, information, or advice which would be useful in alleviating or preventing conditions of excessive unemployment or underemployment within such areas. The Secretary may furnish the procurement divisions of the various departments, agencies, and other instrumentalities of the Federal Government with a list containing the names and addresses of business firms which are located in redevelopment areas and which are desirous of obtaining Government contracts for the furnishing of supplies or services, and designating the supplies and services such firms are engaged in providing.

(e) The Secretary shall establish an independent study board consisting of governmental and nongovernmental experts to investigate the effects of Government procurement, scientific, technical, and other related policies, upon regional economic development. Any Federal officer or employee may, with the consent of the head of the department or agency in which he is employed, serve as a member of such board, but shall receive no additional compensation for such service. Other members of such board may be compensated in accordance with the provisions of section 701(10). The board shall report its findings, together with recommendations for the better coordination of such policies, to the Secretary, who shall transmit the report to the Congress not later than two years after the enactment of this Act.

Report to Congress.

SEC. 302. There is hereby authorized to be appropriated $25,000,000 annually for the purposes of this title, for the fiscal year ending June 30, 1966, and for each fiscal year thereafter through the fiscal year ending June 30, 1970. Appropriation

TITLE IV—AREA AND DISTRICT ELIGIBILITY

PART A—REDEVELOPMENT AREAS

AREA ELIGIBILITY

SEC. 401. (a) The Secretary shall designate as "redevelopment areas"—

(1) those areas in which he determines, upon the basis of standards generally comparable with those set forth in paragraphs (A) and (B), that there has existed substantial and persistent unemployment for an extended period of time and those areas in which he determines there has been a substantial loss of population due to lack of employment opportunity. There shall be included among the areas so designated any area—

(A) where the Secretary of Labor finds that the current rate of unemployment, as determined by appropriate annual statistics for the most recent available calendar year, is 6 per centum or more and has averaged at least 6 per centum for the qualifying time periods specified in paragraph (B); and

(B) where the Secretary of Labor finds that the annual average rate of unemployment has been at least—

(i) 50 per centum above the national average for three of the preceding four calendar years, or

(ii) 75 per centum above the national average for two of the preceding three calendar years, or

(iii) 100 per centum above the national average for one of the preceding two calendar years.

The Secretary of Labor shall find the facts and provide the data to be used by the Secretary in making the determinations required by this subsection;

(2) those additional areas which have a median family income not in excess of 40 per centum of the national median, as determined by the most recent available statistics for such areas;

(3) those additional Federal or State Indian reservations or trust or restricted Indian-owned land areas which the Secretary, after consultation with the Secretary of the Interior or an appropriate State agency, determines manifest the greatest degree of economic distress on the basis of unemployment and income statistics and other appropriate evidence of economic underdevelopment;

(4) upon request of such areas, those additional areas in which the Secretary determines that the loss, removal, curtailment, or closing of a major source of employment has caused within three years prior to, or threatens to cause within three years after, the date of the request an unusual and abrupt rise in unemployment of such magnitude that the unemployment rate for the area at the time of the request exceeds the national average, or can reasonably be expected to exceed the national average, by 50 per centum or more unless assistance is provided. Notwithstanding any provision of subsection 401(b) to the contrary, an area designated under the authority of this paragraph may be given a reasonable time after designation in which to submit the overall economic development program required by subsection 202(b)(10) of this Act;

(5) notwithstanding any provision of this section to the contrary, those additional areas which were designated redevelopment areas under the Area Redevelopment Act on or after March 1, 1965: *Provided, however*, That the continued eligibility of such areas after the first annual review of eligibility conducted in accordance with section 402 of this Act shall be dependent on their qualification for designation under the standards of economic need set forth in subsections (a)(1) through (a)(4) of this section.

75 Stat. 47.
42 USC 2501 note.

(b) The size and boundaries of redevelopment areas shall be as determined by the Secretary: *Provided, however*. That—

(1) no area shall be designated until it has an approved overall economic development program in accordance with subsection 202(b)(10) of this Act;

(2) any area which does not submit an acceptable overall economic development program in accordance with subsection 202(b)(10) of this Act within a reasonable time after notification of eligibility for designation, shall not thereafter be designated prior to the next annual review of eligibility in accordance with section 402 of this Act;

(3) no area shall be designated which does not have a population of at least one thousand five hundred persons, except for areas designated under subsection 401(a)(3), which shall have a population of not less than one thousand persons; and

(4) except for areas designated under subsections (a)(3) and (a)(4) hereof, no area shall be designated which is smaller than a "labor area" (as defined by the Secretary of Labor), a county, or a municipality with a population of over two hundred and fifty thousand, whichever in the opinion of the Secretary is appropriate.

(c) Upon the request of the Secretary, the Secretary of Labor, the Secretary of Agriculture, the Secretary of the Interior, and such other heads of agencies as may be appropriate are authorized to conduct such special studies, obtain such information, and compile and furnish to the Secretary such data as the Secretary may deem necessary or proper to enable him to make the determinations provided for in this section. The Secretary shall reimburse when appropriate, out of any funds appropriated to carry out the purposes of this Act, the foregoing officers for any expenditures incurred by them under this section.

(d) If a State has no area designated under the preceding subsections of this section as a redevelopment area, the Secretary shall designate as a redevelopment area that area in such State which in his opinion most nearly qualifies under such preceding subsections. An area so designated shall have its eligibility terminated in accordance with the provisions of section 402 if any other area within the same State subsequently has become qualified or been designated under any other subsection of this section as of the time of the annual review prescribed by section 402: *Provided*, That the Secretary shall not terminate any designation of an area in a State as a redevelopment area if to do so would result in such State having no redevelopment area.

"Redevelopment area."

(e) As used in this Act, the term "redevelopment area" refers to any area within the United States which has been designated by the Secretary as a redevelopment area.

ANNUAL REVIEW OF AREA ELIGIBILITY

SEC. 402. The Secretary shall conduct an annual review of all areas designated in accordance with section 401 of this Act, and on the basis thereof shall terminate or modify the designations of such areas in accordance with objective standards which he shall prescribe by

regulation. No area previously designated shall retain its designated status unless it maintains a currently approved overall economic development program in accordance with subsection 202(b)(10). No termination of eligibility shall (1) be made without thirty days' prior notification to the area concerned, (2) affect the validity of any application filed, or contract or undertaking entered into, with respect to such area pursuant to this Act prior to such termination, (3) prevent any such area from again being designated a redevelopment area under section 401 of this Act if the Secretary determines it to be eligible under such section, or (4) be made in the case of any designated area where the Secretary determines that an improvement in the unemployment rate of a designated area is primarily the result of increased employment in occupations not likely to be permanent. The Secretary shall keep the departments and agencies of the Federal Government, and interested State or local agencies, advised at all times of any changes made hereunder with respect to the classification of any area.

PART B—ECONOMIC DEVELOPMENT DISTRICTS

SEC. 403. (a) In order that economic development projects of broader geographical significance may be planned and carried out, the Secretary is authorized—

(1) to designate appropriate "economic development districts" within the United States with the concurrence of the States in which such districts will be wholly or partially located, if—

(A) the proposed district is of sufficient size or population, and contains sufficient resources, to foster economic development on a scale involving more than a single redevelopment area;

(B) the proposed district contains two or more redevelopment areas;

(C) the proposed district contains one or more redevelopment areas or economic development centers identified in an approved district overall economic development program as having sufficient size and potential to foster the economic growth activities necessary to alleviate the distress of the redevelopment areas within the district; and

(D) the proposed district has a district overall economic development program which includes adequate land use and transportation planning and contains a specific program for district cooperation, self-help, and public investment and is approved by the State or States affected and by the Secretary;

(2) to designate as "economic development centers," in accordance with such regulations as he shall prescribe, such areas as he may deem appropriate, if—

(A) the proposed center has been identified and included in an approved district overall economic development program and recommended by the State or States affected for such special designation;

(B) the proposed center is geographically and economically so related to the district that its economic growth may reasonably be expected to contribute significantly to the alleviation of distress in the redevelopment areas of the district; and

(C) the proposed center does not have a population in excess of two hundred and fifty thousand according to the last preceding Federal census.

(3) to provide financial assistance in accordance with the criteria of sections 101, 201, and 202 of this Act, except as may be

herein otherwise provided, for projects in economic development centers designated under subsection (a)(2) above, if—

(A) the project will further the objectives of the overall economic development program of the district in which it is to be located;

(B) the project will enhance the economic growth potential of the district or result in additional long-term employment opportunities commensurate with the amount of Federal financial assistance requested; and

(C) the amount of Federal financial assistance requested is reasonably related to the size, population, and economic needs of the district;

(4) subject to the 20 per centum non-Federal share required for any project by subsection 101(c) of this Act, to increase the amount of grant assistance authorized by section 101 for projects within redevelopment areas (designated under section 401), by an amount not to exceed 10 per centum of the aggregate cost of any such project, in accordance with such regulations as he shall prescribe if—

(A) the redevelopment area is situated within a designated economic development district and is actively participating in the economic development activities of the district; and

(B) the project is consistent with an approved district overall economic development program.

(b) In designating economic development districts and approving district overall economic development programs under subsection (a) of this section, the Secretary is authorized, under regulations prescribed by him—

(1) to invite the several States to draw up proposed district boundaries and to identify potential economic development centers;

(2) to cooperate with the several States—

(A) in sponsoring and assisting district economic planning and development groups, and

(B) in assisting such district groups to formulate district overall economic development programs;

(3) to encourage participation by appropriate local governmental authorities in such economic development districts.

(c) The Secretary shall by regulation prescribe standards for the termination or modification of economic development districts and economic development centers designated under the authority of this section.

"Economic development district."

(d) As used in this Act, the term "economic development district" refers to any area within the United States composed of cooperating redevelopment areas and, where appropriate, designated economic development centers and neighboring counties or communities, which has been designated by the Secretary as an economic development district.

"Economic development center."

(e) As used in this Act, the term "economic development center" refers to any area within the United States which has been identified as an economic development center in an approved district overall economic development program and which has been designated by the Secretary as eligible for financial assistance under sections 101, 201, and 202 of this Act in accordance with the provisions of this section.

"Local government."

(f) For the purpose of this Act the term "local government" means any city, county, town, parish, village, or other general-purpose political subdivision of a State.

Appropriation.

(g) There is hereby authorized to be appropriated not to exceed $50,000,000 for the fiscal year ending June 30, 1967, and for each fiscal

year thereafter through the fiscal year ending June 30, 1970, for financial assistance extended under the provisions of subsection (a)(3) and (a)(4) hereof.

(h) In order to allow time for adequate and careful district planning, subsection (g) of this section shall not be effective until one year from the date of enactment. Effective date.

TITLE V—REGIONAL ACTION PLANNING COMMISSIONS

ESTABLISHMENT OF REGIONS

SEC. 501. The Secretary is authorized to designate appropriate "economic development regions" within the United States with the concurrence of the States in which such regions will be wholly or partially located if he finds (A) that there is a relationship between the areas within such region geographically, culturally, historically, and economically, (B) that with the exception of Alaska and Hawaii, the region is within contiguous States, and (C) upon consideration of the following matters, among others, that the region has lagged behind the whole Nation in economic development:

(1) the rate of unemployment is substantially above the national rate;

(2) the median level of family income is significantly below the national median;

(3) the level of housing, health, and educational facilities is substantially below the national level;

(4) the economy of the area has traditionally been dominated by only one or two industries, which are in a state of long-term decline;

(5) the rate of outmigration of labor or capital or both is substantial;

(6) the area is adversely affected by changing industrial technology;

(7) the area is adversely affected by changes in national defense facilities or production; and

(8) indices of regional production indicate a growth rate substantially below the national average.

REGIONAL COMMISSIONS

SEC. 502. (a) Upon designation of development regions, the Secretary shall invite and encourage the States wholly or partially located within such regions to establish appropriate multistate regional commissions.

(b) Each such commission shall be composed of one Federal member, hereinafter referred to as the "Federal cochairman", appointed by the President by and with the advice and consent of the Senate, and one member from each participating State in the region. Each State member may be the Governor, or his designee, or such other person as may be provided by the law of the State which he represents. The State members of the commission shall elect a cochairman of the commission from among their number. Membership.

(c) Decisions by a regional commission shall require the affirmative vote of the Federal cochairman and of a majority, or at least one if only two, of the State members. In matters coming before a regional commission, the Federal cochairman shall, to the extent practicable, consult with the Federal departments and agencies having an interest in the subject matter.

(d) Each State member of a regional commission shall have an alternate, appointed by the Governor or as otherwise may be provided Alternates.

by the law of the State which he represents. The President, by and with the advice and consent of the Senate, shall appoint an alternate for the Federal cochairman of each regional commission. An alternate shall vote in the event of the absence, death, disability, removal, or resignation of the State of Federal cochairman for which he is an alternate.

Compensation.

(e) The Federal cochairman to a regional commission shall be compensated by the Federal Government from funds authorized by this Act up to level IV of the Federal Executive Salary Schedule. His alternate shall be compensated by the Federal Government from funds authorized by this Act at not to exceed the maximum scheduled rate for grade GS-18 of the Classification Act of 1949, as amended, and when not actively serving as an alternate for the Federal cochairman shall perform such functions and duties as are delegated to him by the Federal cochairman. Each State member and his alternate shall be compensated by the State which they represent at the rate established by the law of such State.

78 Stat. 417.
5 USC 2211.

78 Stat. 400.
5 USC 1113.

(f) If the Secretary finds that the State of Alaska or the State of Hawaii meet the requirements for an economic development region, he may establish a Commission for either State in a manner agreeable to him and to the Governor of the affected State.

FUNCTIONS OF COMMISSION

SEC. 503. (a) In carrying out the purposes of this Act, each Commission shall with respect to its region—

(1) advise and assist the Secretary in the identification of optimum boundaries for multistate economic development regions;

(2) initiate and coordinate the preparation of long-range overall economic development programs for such regions;

(3) foster surveys and studies to provide data required for the preparation of specific plans and programs for the development of such regions;

(4) advise and assist the Secretary and the States concerned in the initiation and coordination of economic development districts, in order to promote maximum benefits from the expenditure of Federal, State, and local funds;

(5) promote increased private investment in such regions;

(6) prepare legislative and other recommendations with respect to both short-range and long-range programs and projects for Federal, State, and local agencies;

(7) develop, on a continuing basis, comprehensive and coordinated plans and programs and establish priorities thereunder, giving due consideration to other Federal, State, and local planning in the region;

(8) conduct and sponsor investigations, research, and studies, including an inventory and analysis of the resources of the region, and, in cooperation with Federal, State and local agencies, sponsor demonstration projects designed to foster regional productivity and growth;

(9) review and study, in cooperation with the agency involved, Federal, State, and local public and private programs and, where appropriate, recommend modifications or additions which will increase their effectiveness in the region;

(10) formulate and recommend, where appropriate, interstate compacts and other forms of interstate cooperation, and work with State and local agencies in developing appropriate model legislation; and

(11) provide a forum for consideration of problems of the region and proposed solutions and establish and utilize, as appropriate, citizens and special advisory councils and public conferences.

(b) The Secretary shall present such plans and proposals of the commissions as may be transmitted and recommended to him (but are not authorized by any other section of this Act) first for review by the Federal agencies primarily interested in such plans and proposals and then, together with the recommendations of such agencies, to the President for such action as he may deem desirable.

(c) The Secretary shall provide effective and continuing liaison between the Federal Government and each regional commission.

(d) Each Federal agency shall, consonant with law and within the limits of available funds, cooperate with such commissions as may be established in order to assist them in carrying out their functions under this section.

(e) Each regional commission may, from time to time, make additional recommendations to the Secretary and recommendations to the State Governors and appropriate local officials, with respect to—

(1) the expenditure of funds by Federal, State, and local departments and agencies in its region in the fields of natural resources, agriculture, education, training, health and welfare, transportation, and other fields related to the purposes of this Act; and

(2) such additional Federal, State, and local legislation or administrative actions as the commission deems necessary to further the purposes of this Act.

PROGRAM DEVELOPMENT CRITERIA

SEC. 504. In developing recommendations for programs and projects for future regional economic development, and in establishing within those recommendations a priority ranking for such programs and projects, the Secretary shall encourage each regional commission to follow procedures that will insure consideration of the following factors:

(1) the relationship of the project or class of projects to overall regional development including its location in an area determined by the State to have a significant potential for growth;

(2) the population and area to be served by the project or class of projects including the relative per capita income and the unemployment rates in the area;

(3) the relative financial resources available to the State or political subdivisions or instrumentalities thereof which seek to undertake the project;

(4) the importance of the project or class of projects in relation to other projects or classes of projects which may be in competition for the same funds;

(5) the prospects that the project, on a continuing rather than a temporary basis, will improve the opportunities for employment, the average level of income, or the economic and social development of the area served by the project.

REGIONAL TECHNICAL AND PLANNING ASSISTANCE

SEC. 505. (a) The Secretary is authorized to provide to the commissions technical assistance which would be useful in aiding the commissions to carry out their functions under this Act and to develop recommendations and programs. Such assistance shall include studies and plans evaluating the needs of, and developing potentialities for,

economic growth of such region, and research on improving the conservation and utilization of the human and natural resources of the region. Such assistance may be provided by the Secretary through members of his staff, through the payment of funds authorized for this section to other departments or agencies of the Federal Government, or through the employment of private individuals, partnerships, firms, corporations, or suitable institutions, under contracts entered into for such purposes, or through grants-in-aid to the commissions. The Secretary, in his discretion, may require the repayment of assistance provided under this subsection and prescribe the terms and conditions of such repayment.

Federal share of costs.

(b) For the period ending on June 30 of the second full Federal fiscal year following the date of establishment of a commission, the administrative expenses of each commission as approved by the Secretary shall be paid by the Federal Government. Thereafter, not to exceed 50 per centum of such expenses may be paid by the Federal Government. In determining the amount of the non-Federal share of such costs or expenses, the Secretary shall give due consideration to all contributions both in cash and in kind, fairly evaluated, including but not limited to space, equipment, and services.

Appropriation.

(c) There is hereby authorized to be appropriated $15,000,000 for the fiscal year ending June 30, 1966, and for each fiscal year thereafter through the fiscal year ending June 30, 1970, for the purposes of this section.

ADMINISTRATIVE POWERS OF REGIONAL COMMISSIONS

SEC. 506. To carry out its duties under this Act, each regional commission is authorized to—

(1) adopt, amend, and repeal bylaws, rules, and regulations governing the conduct of its business and the performance of its functions;

(2) appoint and fix the compensation of an executive director and such other personnel as may be necessary to enable the commission to carry out its functions, except that such compensation shall not exceed the salary of the alternate to the Federal cochairman on the commission and no member, alternate, officer, or employee of such commission, other than the Federal cochairman on the commission and his staff and his alternate, and Federal employees detailed to the commission under clause (3), shall be deemed a Federal employee for any purpose;

(3) request the head of any Federal department or agency (who is hereby so authorized) to detail to temporary duty with the commission such personnel within his administrative jurisdiction as the commission may need for carrying out its functions, each such detail to be without loss of seniority, pay, or other employee status;

(4) arrange for the services of personnel from any State or local government or any subdivision or agency thereof, or any intergovernmental agency;

(5) make arrangements, including contracts, with any participating State government for inclusion in a suitable retirement and employee benefit system of such of its personnel as may not be eligible for, or continue in, another governmental retirement or employee benefit system, or otherwise provide for such coverage of its personnel, and the Civil Service Commission of the United States is authorized to contract with such commission for continued coverage of commission employees, who at date of

commission employment are Federal employees, in the retirement program and other employee benefit programs of the Federal Government;

(6) accept, use, and dispose of gifts or donations of services or property, real, personal, or mixed, tangible or intangible;

(7) enter into and perform such contracts, leases, cooperative agreements, or other transactions as may be necessary in carrying out its functions and on such terms as it may deem appropriate, with any department, agency, or instrumentality of the United States or with any State, or any political subdivision, agency, or instrumentality thereof, or with any person, firm, association, or corporation;

(8) maintain an office in the District of Columbia and establish field offices at such other places as it may deem appropriate; and

(9) take such other actions and incur such other expenses as may be necessary or appropriate.

INFORMATION

SEC. 507. In order to obtain information needed to carry out its duties, each regional commission shall—

(1) hold such hearings, sit and act at such times and places, take such testimony, receive such evidence, and print or otherwise reproduce and distribute so much of its proceedings and reports thereon as it may deem advisable, a cochairman of such commission, or any member of the commission designated by the commission for the purpose, being hereby authorized to administer oaths when it is determined by the commission that testimony shall be taken or evidence received under oath;

(2) arrange for the head of any Federal, State, or local department or agency (who is hereby so authorized, to the extent not otherwise prohibited by law) to furnish to such commission such information as may be available to or procurable by such department or agency; and

(3) keep accurate and complete records of its doings and transactions which shall be made available for public inspection. Records.

PERSONAL FINANCIAL INTERESTS

SEC. 508. (a) Except as permitted by subsection (b) hereof, no State member or alternate and no officer or employee of a regional commission shall participate personally and substantially as member, alternate, officer, or employee, through decision, approval, disapproval, recommendation, the rendering of advice, investigation, or otherwise, in any proceeding, application, request for a ruling or other determination, contract, claim, controversy, or other particular matter in which, to his knowledge, he, his spouse, minor child, partner, organization (other than a State or political subdivision thereof) in which he is serving as officer, director, trustee, partner, or employee, or any person or organization with whom he is serving as officer, director, trustee, partner, or employee, or any person or organization with whom he is negotiating or has any arrangement concerning prospective employment, has a financial interest. Any person who shall violate the provisions of this subsection shall be fined not more than $10,000, or imprisoned not more than two years, or both. Penalty.

(b) Subsection (a) hereof shall not apply if the State member, alternate, officer, or employee first advises the regional commission involved of the nature and circumstances of the proceeding, application, request for a ruling or other determination, contract, claim, controversy, or other particular matter and makes full disclosure of

79 STAT. 569.

the financial interest and receives in advance a written determination made by such commission that the interest is not so substantial as to be deemed likely to affect the integrity of the services which the commission may expect from such State member, alternate, officer, or employee.

(c) No State member of a regional commission, or his alternate, shall receive any salary, or any contribution to or supplementation of salary for his services on such commission from any source other than his State. No person detailed to serve a regional commission under authority of clause (4) of section 506 shall receive any salary or any contribution to or supplementation of salary for his services on such commission from any source other than the State, local, or intergovernmental department or agency from which he was detailed or from such commission. Any person who shall violate the provisions of this subsection shall be fined not more than $5,000, or imprisoned not more than one year, or both.

Penalty.

Conflict-of-interest.

(d) Notwithstanding any other subsection of this section, the Federal cochairman and his alternate on a regional commission and any Federal officers or employees detailed to duty with it pursuant to clause (3) of section 10 shall not be subject to any such subsection but shall remain subject to sections 202 through 209 of title 18, United States Code.

(e) A regional commission may, in its discretion, declare void and rescind any contract or other agreement pursuant to the Act in relation to which it finds that there has been a violation of subsection (a) or (c) of this section, or any of the provisions of sections 202 through 209, title 18, United States Code.

76 Stat. 1121.

ANNUAL REPORTS

SEC. 509. Each regional commission established pursuant to this Act shall make a comprehensive and detailed annual report each fiscal year to the Congress with respect to such commission's activities and recommendations for programs. The first such report shall be made for the first fiscal year in which such commission is in existence for more than three months. Such reports shall be printed and transmitted to the Congress not later than January 31 of the calendar year following the fiscal year with respect to which the report is made.

TITLE VI—ADMINISTRATION

SEC. 601. (a) The Secretary shall administer this Act and, with the assistance of an Assistant Secretary of Commerce, in addition to those already provided for, shall supervise and direct the Administrator created herein, and coordinate the Federal cochairmen appointed heretofore or subsequent to this Act. The Assistant Secretary created by this section shall be appointed by the President by and with the advice and consent of the Senate and shall be compensated at the rate provided for level IV of the Federal Executive Salary Schedule. Such Assistant Secretary shall perform such functions as the Secretary may prescribe. There shall be appointed by the President, by and with the advice and consent of the Senate, an Administrator for Economic Development who shall be compensated at the rate provided for level V of the Federal Executive Salary Schedule who shall perform such duties as are assigned by the Secretary.

Assistant Secretary of Commerce, appointment.

78 Stat. 417.
5 USC 2211.

Administrator for Economic Development, appointment.

(b) Paragraph (12) of subsection (d) of section 303 of the Federal Executive Salary Act of 1964 is amended by striking out "(4)" and inserting in lieu thereof "(5)".

(c) Subsection (e) of section 303 of the Federal Executive Salary Act of 1964 is amended by adding at the end thereof the following new paragraph: 78 Stat. 417. 5 USC 2211.

"(100) Administrator for Economic Development."

ADVISORY COMMITTEE ON REGIONAL ECONOMIC DEVELOPMENT

SEC. 602. The Secretary shall appoint a National Public Advisory Committee on Regional Economic Development which shall consist of twenty-five members and shall be composed of representatives of labor, management, agriculture, State and local governments, and the public in general. From the members appointed to such Committee the Secretary shall designate a Chairman. Such Committee, or any duly established subcommittee thereof, shall from time to time make recommendations to the Secretary relative to the carrying out of his duties under this Act. Such Committee shall hold not less than two meetings during each calendar year.

CONSULTATION WITH OTHER PERSONS AND AGENCIES

SEC. 603. (a) The Secretary is authorized from time to time to call together and confer with any persons, including representatives of labor, management, agriculture, and government, who can assist in meeting the problems of area and regional unemployment or underemployment.

(b) The Secretary may make provision for such consultation with interested departments and agencies as he may deem appropriate in the performance of the functions vested in him by this Act.

TITLE VII—MISCELLANEOUS

POWERS OF SECRETARY

SEC. 701. In performing his duties under this Act, the Secretary is authorized to—

(1) adopt, alter, and use a seal, which shall be judicially noticed;

(2) hold such hearings, sit and act at such times and places, and take such testimony, as he may deem advisable;

(3) request directly from any executive department, bureau, agency, board, commission, office, independent establishment, or instrumentality information, suggestions, estimates, and statistics needed to carry out the purposes of this Act; and each department, bureau, agency, board, commission, office, establishment or instrumentality is authorized to furnish such information, suggestions, estimates, and statistics directly to the Secretary;

(4) under regulations prescribed by him, assign or sell at public or private sale, or otherwise dispose of for cash or credit, in his discretion and upon such terms and conditions and for such consideration as he shall determine to be reasonable, any evidence of debt, contract, claim, personal property, or security assigned to or held by him in connection with loans made or evidences of indebtedness purchased under this Act, and collect or compromise all obligations assigned to or held by him in connection with such loans or evidences of indebtedness until such time as such obligations may be referred to the Attorney General for suit or collection;

(5) further extend the maturity of or renew any loan made or evidence of indebtedness purchased under this Act, beyond the periods stated in such loan or evidence of indebtedness or in this

Act, for additional periods not to exceed ten years, if such extension or renewal will aid in the orderly liquidation of such loan or evidence of indebtedness;

(6) deal with, complete, renovate, improve, modernize, insure, rent, or sell for cash or credit, upon such terms and conditions and for such consideration as he shall determine to be reasonable, any real or personal property conveyed to, or otherwise acquired by, him in connection with loans made or evidences of indebtedness purchased under this Act;

(7) pursue to final collection, by way of compromise or other administrative action, prior to reference to the Attorney General, all claims against third parties assigned to him in connection with loans made or evidences of indebtedness purchased under this Act. This shall include authority to obtain deficiency judgments or otherwise in the case of mortgages assigned to the Secretary. Section 3709 of the Revised Statutes, as amended (41 U.S.C. 5), shall not apply to any contract of hazard insurance or to any purchase or contract for services or supplies on account of property obtained by the Secretary as a result of loans made or evidences of indebtedness purchased under this Act if the premium therefor or the amount thereof does not exceed $1,000. The power to convey and to execute, in the name of the Secretary, deeds of conveyance, deeds of release, assignments and satisfactions of mortgages, and any other written instrument relating to real or personal property or any interest therein acquired by the Secretary pursuant to the provisions of this Act may be exercised by the Secretary or by any officer or agent appointed by him for that purpose without the execution of any express delegation of power or power of attorney;

(8) acquire, in any lawful manner, any property (real, personal, or mixed, tangible or intangible), whenever deemed necessary or appropriate to the conduct of the activities authorized in sections 201, 202, 301, 403, and 503 of this Act;

(9) in addition to any powers, functions, privileges, and immunities otherwise vested in him, take any and all actions, including the procurement of the services of attorneys by contract, determined by him to be necessary or desirable in making, purchasing, servicing, compromising, modifying, liquidating, or otherwise administratively dealing with or realizing on loans made or evidences of indebtedness purchased under this Act;

(10) employ experts and consultants or organizations therefor as authorized by section 15 of the Administrative Expenses Act of 1946 (5 U.S.C. 55a), compensate individuals so employed at rates not in excess of $100 per diem, including travel time, and allow them, while away from their homes or regular places of business, travel expenses (including per diem in lieu of subsistence) as authorized by section 5 of such Act (5 U.S.C. 73b-2) for persons in the Government service employed intermittently, while so employed: *Provided, however*, That contracts for such employment may be renewed annually;

60 Stat. 810.

60 Stat. 808; 75 Stat. 339, 340.

(11) sue and be sued in any court of record of a State having general jurisdiction or in any United States district court, and jurisdiction is conferred upon such district court to determine such controversies without regard to the amount in controversy; but no attachment, injunction, garnishment, or other similar process, mesne or final, shall be issued against the Secretary or his property.

Nothing herein shall be construed to except the activities under this Act from the application of sections 507(b) and 2679 of title 28, United States Code, and of section 367 of the Revised Statutes (5 U.S.C. 316); and 62 Stat. 910, 984; 75 Stat. 539.

(12) establish such rules, regulations, and procedures as he may deem appropriate in carrying out the provisions of this Act.

PREVENTION OF UNFAIR COMPETITION

SEC. 702. No financial assistance under this Act shall be extended to any project when the result would be to increase the production of goods, materials, or commodities, or the availability of services or facilities, when there is not sufficient demand for such goods, material, commodities, services, or facilities, to employ the efficient capacity of existing competitive commercial or industrial enterprises.

SAVING PROVISIONS

SEC. 703. (a) No suit, action, or other proceeding lawfully commenced by or against the Administrator or any other officer of the Area Redevelopment Administration in his official capacity or in relation to the discharge of his official duties under the Area Redevelopment Act, shall abate by reason of the taking effect of the provisions of this Act, but the court may, on motion or supplemental petition filed at any time within twelve months after such taking effect, showing a necessity for the survival of such suit, action, or other proceeding to obtain a settlement of the questions involved, allow the same to be maintained by or against the Secretary or the Administrator or such other officer of the Department of Commerce as may be appropriate. 75 Stat. 47. 42 USC 2501 note.

(b) Except as may be otherwise expressly provided in this Act, all powers and authorities conferred by this Act shall be cumulative and additional to and not in derogation of any powers and authorities otherwise existing. All rules, regulations, orders, authorizations, delegations, or other actions duly issued, made, or taken by or pursuant to applicable law, prior to the effective date of this Act, by any agency, officer, or office pertaining to any functions, powers, and duties under the Area Redevelopment Act shall continue in full force and effect after the effective date of this Act until modified or rescinded by the Secretary or such other officer of the Department of Commerce as, in accordance with applicable law, may be appropriate.

TRANSFER OF FUNCTIONS, EFFECTIVE DATE, AND LIMITATIONS ON ASSISTANCE

SEC. 704. (a) The functions, powers, duties, and authorities and the assets, funds, contracts, loans, liabilities, commitments, authorizations, allocations, and records which are vested in or authorized to be transferred to the Secretary of the Treasury under section 29(b) of the Area Redevelopment Act, and all functions, powers, duties, and authorities under section 29(c) of the Area Redevelopment Act are hereby vested in the Secretary. 42 USC 2525.

(b) The President may designate a person to act as Administrator under this Act until the office is filled as provided in this Act or until the expiration of the first period of sixty days following the effective date of this Act, whichever shall first occur. While so acting such person shall receive compensation at the rate provided by this Act for such office. Acting Administrator, designation.

Effective date.

(c) The provisions of this Act shall take effect upon enactment unless herein explicitly otherwise provided.

Pending project applications.

(d) Notwithstanding any requirements of this Act relating to the eligibility of areas, projects for which applications are pending before the Area Redevelopment Administration on the effective date of this Act shall for a period of one year thereafter be eligible for consideration by the Secretary for such assistance under the provisions of this Act as he may determine to be appropriate.

(e) No financial assistance authorized under this Act shall be used to finance the cost of facilities for the generation, transmission, or distribution of electric energy, except on projects specifically authorized by the Congress, or to finance the cost of facilities for the production or transmission of gas (natural, manufactured, or mixed).

SEPARABILITY

SEC. 705. Notwithstanding any other evidence of the intent of Congress, it is hereby declared to be the intent of Congress that if any provision of this Act or the application thereof to any persons or circumstances shall be adjudged by any court of competent jurisdiction to be invalid, such judgment shall not affect, impair, or invalidate the remainder of this Act or its application to other persons and circumstances, but shall be confined in its operation to the provision of this Act or the application thereof to the persons and circumstances directly involved in the controversy in which such judgment shall have been rendered.

APPLICATION OF ACT

SEC. 706. As used in this Act, the terms "State", "States", and "United States" include the several States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

ANNUAL REPORT

SEC. 707. The Secretary shall make a comprehensive and detailed annual report to the Congress of his operations under this Act for each fiscal year beginning with the fiscal year ending June 30, 1966. Such report shall be printed and shall be transmitted to the Congress not later than January 3 of the year following the fiscal year with respect to which such report is made.

USE OF OTHER FACILITIES

SEC. 708. (a) The Secretary is authorized to delegate to the heads of other departments and agencies of the Federal Government any of the Secretary's functions, powers, and duties under this Act as he may deem appropriate, and to authorize the redelegation of such functions, powers, and duties by the heads of such departments and agencies.

(b) Departments and agencies of the Federal Government shall exercise their powers, duties, and functions in such manner as will assist in carrying out the objectives of this Act.

(c) Funds authorized to be appropriated under this Act may be transferred between departments and agencies of the Government, if such funds are used for the purposes for which they are specifically authorized and appropriated.

APPROPRIATION

SEC. 709. There are hereby authorized to be appropriated such sums as may be necessary to carry out those provisions of the Act for which specific authority for appropriations is not otherwise provided in this Act. Appropriations authorized under this Act shall remain available until expended unless otherwise provided by appropriations Acts.

PENALTIES

SEC. 710. (a) Whoever makes any statement knowing it to be false, or whoever willfully overvalues any security, for the purpose of obtaining for himself or for any applicant any financial assistance under section 101, 201, 202, or 403 or any extension thereof by renewal, deferment or action, or otherwise, or the acceptance, release, or substitution of security therefor, or for the purpose of influencing in any way the action of the Secretary, or for the purpose of obtaining money, property, or anything of value, under this Act, shall be punished by a fine of not more than $10,000 or by imprisonment for not more than five years, or both.

(b) Whoever, being connected in any capacity with the Secretary, in the administration of this Act (1) embezzles, abstracts, purloins, or willfully misapplies any moneys, funds, securities, or other things of value, whether belonging to him or pledged or otherwise entrusted to him, or (2) with intent to defraud the Secretary or any other body politic or corporate, or any individual, or to deceive any officer, auditor, or examiner, makes any false entry in any book, report, or statement of or to the Secretary, or without being duly authorized draws any order or issues, puts forth, or assigns any note, debenture, bond, or other obligation, or draft, bill of exchange, mortgage, judgment, or decree thereof, or (3) with intent to defraud participates or shares in or receives directly or indirectly any money, profit, property, or benefit through any transaction, loan, grant, commission, contract, or any other act of the Secretary, or (4) gives any unauthorized information concerning any future action or plan of the Secretary which might affect the value of securities, or having such knowledge invests or speculates, directly or indirectly, in the securities or property of any company or corporation receiving loans, grants, or other assistance from the Secretary, shall be punished by a fine of not more than $10,000 or by imprisonment for not more than five years, or both.

EMPLOYMENT OF EXPEDITERS AND ADMINISTRATIVE EMPLOYEES

SEC. 711. No financial assistance shall be extended by the Secretary under section 101, 201, 202, or 403 to any business enterprise unless the owners, partners, or officers of such business enterprise (1) certify to the Secretary the names of any attorneys, agents, and other persons engaged by or on behalf of such business enterprise for the purpose of expediting applications made to the Secretary for assistance of any sort, under this Act, and the fees paid or to be paid to any such person; and (2) execute an agreement binding such business enterprise, for a period of two years after such assistance is rendered by the Secretary to such business enterprise, to refrain from employing, tendering any office or employment to, or retaining for professional services, any person who, on the date such assistance or any part thereof was ren-

dered, or within one year prior thereto, shall have served as an officer, attorney, agent, or employee, occupying a position or engaging in activities which the Secretary shall have determined involve discretion with respect to the granting of assistance under this Act.

PREVAILING RATE OF WAGE AND FORTY-HOUR WEEK

SEC. 712. All laborers and mechanics employed by contractors or subcontractors on projects assisted by the Secretary under this Act shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a–5). The Secretary shall not extend any financial assistance under section 101, 201, 202, or 403 for such a project without first obtaining adequate assurance that these labor standards will be maintained upon the construction work. The Secretary of Labor shall have, with respect to the labor standards specified in this provision, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 64 Stat. 1267; 5 U.S.C. 133z–15), and section 2 of the Act of June 13, 1934, as amended (40 U.S.C 276c).

49 Stat. 1011; 78 Stat. 238.

63 Stat. 108.

RECORD OF APPLICATIONS

SEC. 713. The Secretary shall maintain as a permanent part of the records of the Department of Commerce a list of applications approved for financial assistance under section 101, 201, 202, or 403, which shall be kept available for public inspection during the regular business hours of the Department of Commerce. The following information shall be posted in such list as soon as each application is approved; (1) the name of the applicant and, in the case of corporate applications, the names of the officers and directors thereof, (2) the amount and duration of the loan or grant for which application is made, (3) the purposes for which the proceeds of the loan or grant are to be used, and (4) a general description of the security offered in the case of a loan.

RECORDS AND AUDIT

SEC. 714. (a) Each recipient of assistance under this Act shall keep such records as the Secretary shall prescribe, including records which fully disclose the amount and the disposition by such recipient of the proceeds of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, and the amount and nature of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

(b) The Secretary and the Comptroller General of the United States, or any of their duly authorized representatives, shall have access for the purpose of audit and examination to any books, documents, papers, and records of the recipient that are pertinent to assistance received under this Act.

CONFORMING AMENDMENT

SEC. 715. All benefits heretofore specifically made available (and not subsequently revoked) under other Federal programs to persons or to public or private organizations, corporations, or entities in areas designated by the Secretary as "redevelopment areas" under section 5 of the Area Redevelopment Act, are hereby also extended, insofar as

75 Stat. 48.
42 USC 2504.

practicable, to such areas as may be designated as "redevelopment areas" or "economic development centers" under the authority of section 401 or 403 of this Act: *Provided, however*, That this section shall not be construed as limiting such administrative discretion as may have been conferred under any other law.

SEC. 716. All financial and technical assistance authorized under this Act shall be in addition to any Federal assistance previously authorized, and no provision hereof shall be construed as authorizing or permitting any reduction or diminution in the proportional amount of Federal assistance to which any State or other entity eligible under this Act would otherwise be entitled under the provisions of any other Act.

Approved August 26, 1965.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 539 (Comm. on Public Works).
SENATE REPORT No. 193 (Comm. on Public Works).
CONGRESSIONAL RECORD, Vol. 111 (1965):
May 26,27: Considered in Senate.
June 1: Considered and passed Senate.
Aug.11: Considered in House.
Aug.12: Considered and passed House, amended.
Aug.16: Senate concurred in House amendment.

UNITED STATES DEPARTMENT OF

COMMERCE

John T. Connor, Secretary Washington, D.C.

Office of Regional Economic Development

ORED 66-8

For release on receipt

WOrth 7-5113

PLANNING REGION FORMED FOR CAROLINAS AND GEORGIA

The Governors of North Carolina, South Carolina and Georgia agreed today (Dec. 21) to link 159 counties in their states in an economic planning program to create new jobs and business in the Coastal Plains Region.

The economic development boundaries were agreed to by Governors Dan K. Moore of North Carolina, Robert E. McNair of South Carolina and Carl Sanders of Georgia during a ceremony at the U. S. Department of Commerce.

The Region was established under the provisions of the Public Works and Economic Development Act of 1965, which authorizes the Department of Commerce to aid areas of the Nation with lagging economies.

The Coastal Plains Region includes 45 counties in North Carolina, 28 counties in South Carolina and 86 counties in Georgia.

Secretary of Commerce John T. Connor officially designated the multi-state Region at the ceremony, which was also attended by members of the Congressional delegations of the three states.

Ross D. Davis, Assistant Secretary of Commerce for Economic Development, spoke during the program about the philosophy and aims of the multi-state regional approach to economic development.

(more)

Davis said today's designation clears the way for forming a Regional Economic Development Commission. Federal funds will be available to pay the administrative costs of the Commission during the remainder of this fiscal year and for its first two full years of operation.

The Commission, when established, will consist of representatives of the three states and a Federal Co-chairman.

The Federal Co-chairman, who will be appointed by President Johnson, will call the formal organizational meeting of the Commission. The state members will elect a Co-chairman.

The Commission, which will have a staff of about 25 persons, will have its main office in Washington, D. C., and a field office in the Region.

The Commission will draw up long-range plans for developing the human and natural resources of the Region. Programs recommended by the Commission may be financed by private capital sources or from public funds. In some cases these programs may require additional legislative action.

Some of the characteristics of the Region are low family income, out-migration of labor and capital, and the loss of jobs through the mechanization of farming.

The region includes some areas with healthy economies which can help stimulate the growth of those sections with the most severe problems.

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12/21/66

UNITED STATES DEPARTMENT OF

COMMERCE

John T. Connor, Secretary Washington, D.C.

Office of the Secretary

REMARKS BY SECRETARY OF COMMERCE JOHN T. CONNOR PREPARED FOR DELIVERY AT THE CEREMONY DESIGNATING THE COASTAL PLAINS ECONOMIC DEVELOPMENT REGION AT THE DEPARTMENT OF COMMERCE, WASHINGTON, D. C., 11:30 A. M., WEDNESDAY, DECEMBER 21, 1966

I am very pleased to welcome today the Governors of Georgia, North Carolina and South Carolina and the members of Congress who so ably represent these three States. I am also happy to greet our other distinguished guests who share our interest in regional economic development through the new Federal-State cooperative effort represented by Regional Commissions.

Today marks the first step towards building regional economic development programs for the Coastal Plains. With the concurrence of the three great States of Georgia, North Carolina and South Carolina, it is my duty to designate this area as the Coastal Plains Economic Development Region and to invite the States to join with the Federal Government in forming a Regional Commission.

With each new economic development region that we designate, we are moving forward towards fulfilling President Johnson's determination that every region realize its fullest potential to share in, and contribute to, the prosperity of the entire Nation.

As our Nation has grown in size and complexity, its regions have tended to be characterized more and more by their separate economic problems and opportunities. It is becoming increasingly evident that to overcome their own special problems, to realize their own highest development, and to make their full contribution to the Nation, the people of each region must work and plan together toward the realization of feasible goals based on careful analysis of their own resources and the national resources in which they share.

We must also remember that what we are talking about here is in the national interest, as well as regional. The prosperity of every region is tied to that of every other region--and the economic health of the entire Nation is tied to that of its every part. Therefore, we know that assistance which the Federal Government gives to a region in this work of planned development should be returned manyfold. Encouraging the efficient use of unexploited and under-utilized manpower and other resources is, in fact, one of the best investments the Nation can make.

Recognition that regions sharing common characteristics and common problems and opportunities cross State and county boundaries has brought us to a new venture in Federal-State cooperation. In this program the Federal Government does not work separately with the individual States but works as a partner with the States to serve our common purpose.

We feel assured that the Coastal Plains is a region satisfying the intent of the legislation. We are confident that a Regional Commission formed for the Coastal Plains will have great and challenging work to do, with every prospect of success.

Therefore, in keeping with Section 501 of the Public Works and Economic Development Act, I do hereby designate the Coastal Plains Economic Development Region, consisting of 159 counties in the States of Georgia, North Carolina and South Carolina as set forth in a document which I shall presently sign and shall invite the appropriate officials of the States to sign, as evidence of their concurrence in this action.

#

Designation of

THE COASTAL PLAINS ECONOMIC DEVELOPMENT REGION

and Invitation to Form

THE COASTAL PLAINS REGIONAL COMMISSION

Under Title V, Public Works and Economic Development Act of 1965

11:30 A.M.

Wednesday, December 21, 1966

Secretary's Conference Room

U.S. Department of Commerce
Room 5855
Washington, D.C.

14th St. between Constitution Ave. and E St., N.W.

Program

Welcome to Officials of the States and Members of Congress

Designation of the Coastal Plains Economic Development Region

Honorable John T. Connor
Secretary of Commerce

The Regional Approach to Economic Development

Honorable Ross D. Davis
Assistant Secretary of Commerce and Director of Economic Development

Invitation to Form a Regional Commission

Honorable John T. Connor

Responses by Officials of the States

Georgia

South Carolina

North Carolina

The Signing of the Document Designating the Coastal Plains Economic Development Region

Adjournment

"The experience of the last 30 years has shown conclusively that the increasing prosperity of any region of this country increases the prosperity of the Nation . . . We have the resources and the skill to extend American abundance to every citizen and every region of this land. This program will help give us the instruments to match our determination to eliminate poverty in America."

President Lyndon B. Johnson
Message on Area and Regional Economic Development
March 25, 1965

"Only through a creative and cooperative partnership of all private interests and all levels of government—a creative Federalism—can our economic and social objectives be attained. This partnership has written the story of American success. And a new vitalization of this partnership and a new confidence in its effectiveness have produced the extraordinary economic and social gains of recent years."

President Lyndon B. Johnson
The Economic Report for 1966
January 27, 1966

DEPARTMENT OF COMMERCE
UNITED STATES OF AMERICA

STATEMENT BY ROSS D. DAVIS, ASSISTANT SECRETARY OF COMMERCE FOR ECONOMIC DEVELOPMENT, AT CEREMONIES DESIGNATING THE COASTAL PLAINS ECONOMIC DEVELOPMENT REGION AT 11:30 A.M. WEDNESDAY, DEC. 21

The law which provides the occasion for this ceremony furnishes the means for the States and the Federal Government to work together in assisting a region to achieve its highest economic potential. This Act authorizes the Secretary of Commerce to designate multi-state economic development regions with the concurrence of the States involved and to invite these States to join the Federal Government in forming a regional commission.

A regional commission is composed of one Federal member, nominated by the President and confirmed by the Senate, and one member from each of the participating States -- the Governor or his designee, or such other person as may be provided by State law. The Federal member serves as Federal co-chairman and one of the State members is elected by his colleagues to serve as State co-chairman.

Once the State members have been appointed, and the Federal co-chairman has been confirmed by the Senate, the regional commission can formally be established and begin operations.

The work of each regional commission will focus on developing and implementing a program to increase the economic growth of the region. The regional commission will first engage in planning - to determine what ought to be done to advance the region's economy. It will then be able to develop and implement a program to carry out these plans. In short, the Commission is both a planning and an

action body. To plan without considering implementation is just as futile as to enact programs without considering their overall effect.

In its planning role, a regional commission must thoroughly examine the regional economy to determine specific problems, plans and potential for future development. Based upon this increased understanding of the area, the Commission is then able to define long-range goals and to determine a preferred strategy for achieving these goals in the region.

But planning does not end with identifying the goals and strategies. This would be planning for planning's sake and would have no value in meeting present and future needs. In addition, the Commission must concern itself with formulating the programs to reach its goals. In this task, the Commission should consider the whole spectrum of Federal, State and local activities relevant to economic development. The Commission should develop close and continuing relations with agencies at all levels of government and encourage these agencies to consider the goals and strategy of the Commission when approving projects in the region. Major program areas which would be helpful to a region's economic development include: (1) manpower development and utilization; (2) infrastructure development; (3) natural resources development and conservation; (4) recreation; and (5) expanding private economic activity.

Part of the planning activity of a commission also involves initiating ideas for programs having region-wide significance and suggesting to Federal and State agencies and the Congress the ways in which these programs could be carried out. These recommendations include both suggestions for modifying existing programs and proposing ideas for new activities.

As President Johnson said at Ann Arbor, Michigan, in 1964, the solution to our problems "does not rest on a massive program in Washington, nor can it rely solely on the strained resources of local authority. They require us to create new concepts of cooperation, a creative federalism, between the national capital and the leaders of local communities." The regional commission is one expression of this concept of creative federalism. The States can contribute unique insights into the nature of the region's problems and opportunities. Through the Commission, the programs of the entire Federal Government can be focused and mobilized to solve these problems and, with State and private resources, realize these opportunities.

Those of us in the Department of Commerce who have special concern with economic development look forward to working with you to advance the economic welfare of the Coastal Plains Economic Development Region and thus to advance the economic growth of our nation as a whole.

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U.S. DEPARTMENT OF COMMERCE
ECONOMIC DEVELOPMENT ADMINISTRATION
WASHINGTON, D.C. 20230

February 28, 1967

Miss Louise Cole
Southern Regional Council, Inc.
5 Forsythe Street, N. W.
Atlanta, Georgia 30303

Dear Miss Cole:

This is in response to your letter of February 15, 1967.

Five Economic Development Regions have been designated under Title V of the Public Works and Economic Development Act of 1965. They are the Ozarks, New England, Upper Great Lakes, Four Corners, and Coastal Plains Regions.

I am enclosing a press kit on the designation of the Coastal Plains Region and maps of the other four Regions.

The Ozarks Regional Commission was formally organized on September 7, 1966. It hopes to have a regional plan ready by mid-summer. The other four Commissions are in varying stages of the organizational process.

Other questions posed by your letter are academic at this time.

Sincerely,

Rose McKee

Rose McKee, Director
Office of Public Information

Enclosure

NEWSLETTER

ATLANTA REGION METROPOLITAN PLANNING COMMISSION
900 GlennBuilding / Atlanta, Georgia 30303

September, 1967

Attention Legislators

An ARMPC new report - "MONEY AND LOCAL GOVERNMENT" available in September

Source materials reviewed by attorneys, Alston, Miller, Gaines, strongly support the following:

- Creation of an additional major source of revenue for local governments coupled with full-value property assessment procedures.
- Increase in or complete removal of constitutional and statutory debt limitations on local governments.
- No further exemptions from property taxation by State law.
- Removal of unnecessary legislation.

Facts and Figures

1966 FBI Uniform Crime Report shows the following rates of increase:

U. S.	10.2%
Southern States	13.7%
Georgia	9.1%
Atlanta area	6.2%

Recent State Highway traffic counts indicate in excess of 38,000 cars in and out of the Airport each day.

Dave Slater Heads SE/AIP Atlanta Offered as 1968 Conference Site

At 3-day annual conference in Greensboro. Sidney Thomas, Jr., Columbia, S. C., Vice President, and Bert Winterbottom, Greenville, S. C., Secretary-Treasurer.

Conference featured travel throughout Piedmont region of North Carolina -- solid waste disposal and metro airport planning among topics discussed.

National Association of Real Estate Editors

Conducting survey on population movements -- WAII-TV coordinated round-table discussion of Atlanta area on September 5. Glenn Bennett representing ARMPC and Atlanta Chamber.

Schedule

Sept. 5-15	- Community Development Workshop. University of Georgia Center for Continuing Education, Athens.
Sept. 11-15	- Tech's Summer Institute on Application of Planning Principles to Rural-Urban Change. (2nd Session)
Sept. 12	- Airport Development Coordinating Committee, 5:00 P.M., Airport Board Room. Followed by dinner at Air Host Inn, sponsored by ARMPC.
Sept. 14-15	- Georgia Regional Executive Directors Association (GREDA), Statesboro, Georgia.
Sept. 19	- TCC, 2:00 P.M.
Sept. 21	- Luncheon for Planners, at Wesley Woods, 1825 Clifton Road, N. E., Decatur. Speaker: Scott Houston. 12:30 P.M.
Oct. 1-6	- American Institute of Planners, national convention, Washington, D. C.

Corporate Square

Hard-hat luncheon featured ground-breaking by proxy (video tape) for $22 million office park at N. E. Expressway and North Druid Hills Road. Design looks good - "kiosks" and all!

In Memoriam

Dennis O'Harrow

Executive Director of American Society of Planning Officials 1953-1967

ARMPC Official Population Estimates As of April 1, 1967

Clayton County	75,300
Cobb County	167,600
DeKalb County	336,800
Fulton County	605,700
Gwinnett County	56,600
SMSA Total	1,242,000
City of Atlanta	513,200
Fulton part	470,600
DeKalb part	42,600

These "best current estimates" grew out of in-depth study of past procedures and assumptions.

ARMPC Orients HUD, Atlanta Housing Staff

Briefed on scope, function, understanding of regional planning. Representatives from HUD: Joe Errigo, summer planning intern; Harold Henn, summer planning intern; Ernest Marsolan, urban planner. AHA urban renewal trainees: James Bing, Darryl Chaney, Curtis Parrish, and Shelley Stanley.

DeKalb County, MAPCO Sign Contract

For topographic maps of entire county. At a scale of 1" = 200', using ARMPC aerial photography.

Referrals

Cobb County - Phase I of County-Wide Sewer System.

Gwinnett County - Extension of Water Lines.

Staff Roundup

Jeff Wingfield, Roy Newsome in St. Louis for progress report from Horner-Shifrin, consulting engineers. Nearing completion of existing water and sewer systems inventory -- basic findings to be issued in memorandum before end of year.

ARMPC employees to resume studies -- Don Hartman at University of Tennessee, George Simpson at Columbia University, Tim Urban at University of North Carolina.

Metropol Review

Clinton Chafin, Metropol Chairman, attended 3-week police administration seminar at Harvard.

Metropol and Georgia Police Academy to initiate a 2-week recruit training school beginning October 2. New sessions to open the first Monday of each month except December.

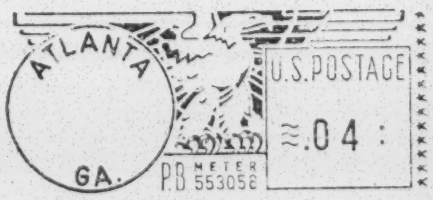
Transportation Planning Process in Metro Atlanta - Present and Future

Sponsored by ARMPC and State Highway Department on September 12, at 11:00 A.M., in the Board Room of the Highway Department. Purposes of meeting:

- Assessment of current eligibility of local governments and agencies for federal capital grants.
- Information on procedures and progress in transportation planning.
- Discussion of future arrangements for permanent transportation planning procedures involving Highway Department, local governments, ARMPC, MARTA, and Atlanta Transit System.

ATLANTA REGION METROPOLITAN PLANNING COMMISSION
900 Glenn Building / Atlanta, Georgia 30303

GUIDING
METROPOLITAN
GROWTH



MR. MORELAND G. SMITH
SOUTHERN REGIONAL COUNCIL, INC.
5 FORSYTH STREET, N. W.
ATLANTA, GEORGIA 30303

Information Request

SOUTHEAST ALABAMA REGIONAL PLANNING & DEVELOPMENT COMMISSION

P.O. BOX 1406 DOTHAN, ALABAMA 36301 TELEPHONE 794-4093

November 23, 1971

BARBOUR

COFFEE

Southern Regional Council,Inc.
S. Forsyth Street, N.W.
Atlanta, Georgia 30303

Dear Sir:

COVINGTON

Please send one copy of your report "Equal Housing Opportunities in the South: A Challenge; Report on Government and Citizen Action." I would appreciate information on your organization and present activities.

Enclosed find check for $.50. cw 11-29-71 page 1 is

Thank you.

DALE

Sincerely,

William R. Moore

William R. Moore
Planner

GENEVA

WRM/sl

Enclosure

HENRY

HOUSTON

ORED

Office of Regional Economic Development

NATIONAL GROWTH THROUGH REGIONAL DEVELOPMENT

U.S. DEPARTMENT OF COMMERCE
John T. Connor, Secretary

Ross D. Davis, Assistant Secretary
and Director of Economic Development

"The experience of the last 30 years has shown conclusively that the increasing prosperity of any region of this country increases the prosperity of the Nation. . . . We have the resources and the skill to extend American abundance to every citizen and every region of this land. This program will help give us the instruments to match our determination to eliminate poverty in America."

President Lyndon B. Johnson
Message on Area and Regional Economic Development
March 25, 1965

The Regional Problem

In 1965 Congress authorized a new program for promoting the economic development of those regions of the United States which lag behind the Nation as a whole. The basic premise of this new program is that certain regions of our Nation are faced with common economic problems which extend beyond several State boundaries and which require region-wide solutions. The progress is based upon lessons learned from the county-by-county approach, which has proven inadequate for problems that pervade much larger areas. When poverty or stagnation strikes a large region, the road to prosperity lies beyond the efforts of local communities, no matter how valiant those efforts may be. In such a case, the key to growth lies in a region-wide approach. The obstacles to growth which are common to an entire region must be removed if the communities within a region are to prosper.

The Regional Approach

Regional problems are complex and varied. Some regions are remote from major market areas and have never fully participated in our national prosperity. Another region may be highly developed but also marked by a slow rate of growth—its industries may have lost their competitive advantage over those in other regions. Again, a regional economy may have been based largely on resources that have suffered serious depletion.

But whatever the reason, the Congress recognized that there are some economic problems which are less than national but greater than local in scope. Moreover these problems do not often coincide with State boundaries but are multi-state and regional in nature.

The approach adopted by the Congress was to create regional institutions to deal with regional problems. Title V of the Public Works and Economic Development Act authorizes the establishment of Regional Commissions in those regions where economic development lags behind the Nation as a whole. It will be the job of each Commission to help the region realize its full economic potential. The Department of Commerce, through the Office of Regional Economic Development, provides financial assistance and supporting services for the planning and research aspects of the program.

Objectives of Regional Development

Regional development seeks to remove the obstacles to regional growth and thus increase our national prosperity. Depressed regions are a drag on the entire economy. They require a high proportion of welfare expenditures. They do not constitute a ready market for the products of other regions. We must therefore provide these regions with the tools to plan and achieve their own advancement. As President Johnson has said, ". . . the increasing prosperity of any region of this country increases the prosperity of the Nation. We have truly become a national economy."

Another aim of regional development is to see that government spending at the Federal, State, and local levels serves as a maximum stimulus and support to sound regional growth. The principal contribution to growth is expected to come from the more effective utilization of existing government programs.

The need to find the most effective methods of allocating our tax dollars in relation to the benefits sought is particularly urgent in those regions whose economies are operating at less than full potential. These are the areas which can least afford a haphazard management of expenditures in the public sector.

Underlying all regional planning and development is concern for people. Its basic purpose is to help assure that the opportunities for human development and achievement are available as widely as possible. In doing this, it builds on the diversity of the Nation's resources, both human and natural. This diversity, within a sound national economy, strengthens democracy and helps keep it keen and responsive.

Designation of Regions

Under provisions of Title V of the Public Works and Economic Development Act, the Secretary of Commerce designates, with the concurrence of the affected States, those regions "which have lagged behind the whole Nation in economic development." A region is defined on the basis of common geographic, cultural, historical, and economic relationships. There are a number of possible ways in which a region may lag behind. Some are mentioned in Title V, such as low income, high unemployment, slow growth, a high rate of out-migration, and inadequate facilities. To be designated, a region must meet the two tests: Common relationships and economic lag.

Establishment of Commissions

Once a region has been designated, the States of that region are invited to participate in a Regional Commission. Each State has one member, usually the Governor or his designee, and an alternate member.

The President appoints, with Senate confirmation, a Federal member to serve as Federal cochairman of the Commission and an alternate Federal member. The State members elect a State cochairman. Actions of the Commission require the vote of the Federal cochairman and a majority of the State members. The Commissions are authorized to employ full-time staffs to assist them in their work.

Functions of a Commission

Each Commission will analyze the problems of its regional economy and develop an overall strategy for enhancing the growth of the region. It will:

- Identify the reasons why the region's economy is lagging behind the Nation;
- Identify the human and physical resources available within the region;
- Determine the overall development goals for the region based upon the region's potentialities;
- Develop alternative programs for reaching those goals and identify what needs to be done by government and private enterprise;
- Work with Federal, State, and local governments for the implementation of the Commission's recommendations.

The planning activities of the Commission will be a continuous process rather than a one-time effort. Strategies, goals, and priorities will undergo constant revision and adjustment as experience dictates.

Financial Assistance

Title V authorizes the Federal Government to provide planning, research, and technical assistance to the Regional Commissions and to pay the administrative expenses of the Commissions for their first two to three years. Thereafter the Federal Government can contribute 50 percent.

The Commissions employ staffs of approximately 20 to 25 persons. In addition, the Department of Commerce provides each Commission with research and technical and planning assistance. This may be provided by staff of the Department and by contracts with private firms or institutions.

Office of Regional Economic Development

The Office of Regional Economic Development (ORED) reports directly to the Assistant Secretary of Commerce and Director of Economic Development, who also supervises the Economic Development Administration (EDA).

The basic job of ORED is to:

- Help establish the Regional Commissions;
- Provide each Commission with technical and support services;
- Recommend policies and procedures for regional development;
- Maintain liaison between each Commission and other agencies of the government;
- Act as a clearing house of information on regional development;
- Assist the Federal Cochairman of each Commission;
- Review and analyze the recommendations of each Commission.

Ross D. Davis

Ross D. Davis
Assistant Secretary
and Director of Economic Development

DESIGNATION OF THE

COASTAL PLAINS ECONOMIC DEVELOPMENT REGION

WHEREAS, the Secretary of Commerce is authorized by Title V of the Public Works and Economic Development Act of 1965 to designate appropriate "economic development regions" within the United States with the concurrence of the States in which such regions will be wholly or partially located; and

WHEREAS, the Secretary of Commerce has found that portions of the States of Georgia, North Carolina, and South Carolina comprise a region, hereinafter specifically defined, (a) whose areas are related geographically, culturally, historically, and economically, (b) which is contained within contiguous States of the United States, and (c) which has lagged behind the whole nation in economic development; and

WHEREAS, the States of Georgia, North Carolina, and South Carolina have accepted the invitation of the Secretary of Commerce to establish a multistate regional economic development commission to be known as the Coastal Plains Regional Commission;

NOW, THEREFORE, FIRST, the Secretary of Commerce hereby designates the Coastal Plains Economic Development Region, to include initially those counties enumerated in the attachment hereto; and

SECOND, the undersigned hereby concur in such designation on behalf of their respective States, and agree that an authorized representative of each State will meet at the call of the Federal Cochairman, following his appointment by the President by and with the advice and consent of the Senate, for the purpose of establishing the Coastal Plains Regional Commission in accordance with the provisions of Title V of the Public Works and Economic Development Act of 1965.

IN WITNESS WHEREOF, the undersigned, duly authorized, do sign this designation on this day of .

_____
Secretary of Commerce

_____
Georgia

_____
North Carolina

_____
South Carolina

The following Counties comprise the Coastal Plains Economic Development Region as designated by the Secretary of Commerce:

In Georgia

Appling
Atkinson
Bacon
Baker
Ben Hill
Berrien
Bibb
Bleckley
Brantley
Brooks
Bryan
Bulloch
Burke
Calhoun
Camden
Candler
Charlton
Chatham
Chattahoochee
Clay
Clinch
Coffee
Colquitt
Cook
Crawford
Crisp
Decatur
Dodge
Dooly
Dougherty
Early
Echols
Effingham
Emanuel
Evans
Glascock
Glynn
Grady
Houston
Irwin
Jeff Davis
Jefferson
Jenkins
Johnson
Lanier
Laurens
Lee
Liberty
Long
Lowndes
McIntosh
Macon
Marion
Miller
Mitchell
Montgomery
Muscogee
Peach
Pierce
Pulaski
Quitman
Randolph
Richmond
Schley
Screven
Seminole
Stewart
Sumter
Tattnall
Taylor
Telfair
Terrell
Thomas
Tift
Toombs
Treutlen
Turner
Twiggs
Ware
Washington
Wayne
Webster
Wheeler
Wilcox
Wilkinson
Worth

In North Carolina

Beaufort
Bertie
Bladen
Brunswick
Camden
Carteret
Chowan
Columbus
Craven
Cumberland
Currituck
Dare
Duplin
Edgecombe
Franklin
Gates
Greene
Halifax
Harnett
Hertford
Hoke
Hyde
Johnston
Jones
Lenoir
Martin
Nash
New Hanover
Northampton
Onslow
Pamlico
Pasquotank
Pender
Perquimans
Pitt
Robeson
Sampson
Scotland
Tyrrell
Vance
Wake
Warren
Washington
Wayne
Wilson

In South Carolina

Aiken
Allendale
Bamberg
Barnwell
Beaufort
Berkeley
Calhoun
Charleston
Chesterfield
Clarendon
Colleton
Darlington
Dillon
Dorchester
Florence
Georgetown
Hampton
Horry
Jasper
Kershaw
Lee
Lexington
Marion
Marlboro
Orangeburg
Richland
Sumter
Williamsburg

U.S. DEPARTMENT OF COMMERCE

COASTAL PLAINS ECONOMIC DEVELOPMENT REGION
FACT SHEET, BASED ON 1960 CENSUS

79,493 square miles in the Coastal Plains Region
137,613 square miles total territory in North Carolina, South Carolina and Georgia

10,881,865 persons in the three States
4,987,115 persons in the Region

79 persons per square mile in the three States
63 persons per square mile in the Region

763,194 out-migration from the three States from 1950 to 1960
507,079 out-migration from the Region from 1950 to 1960

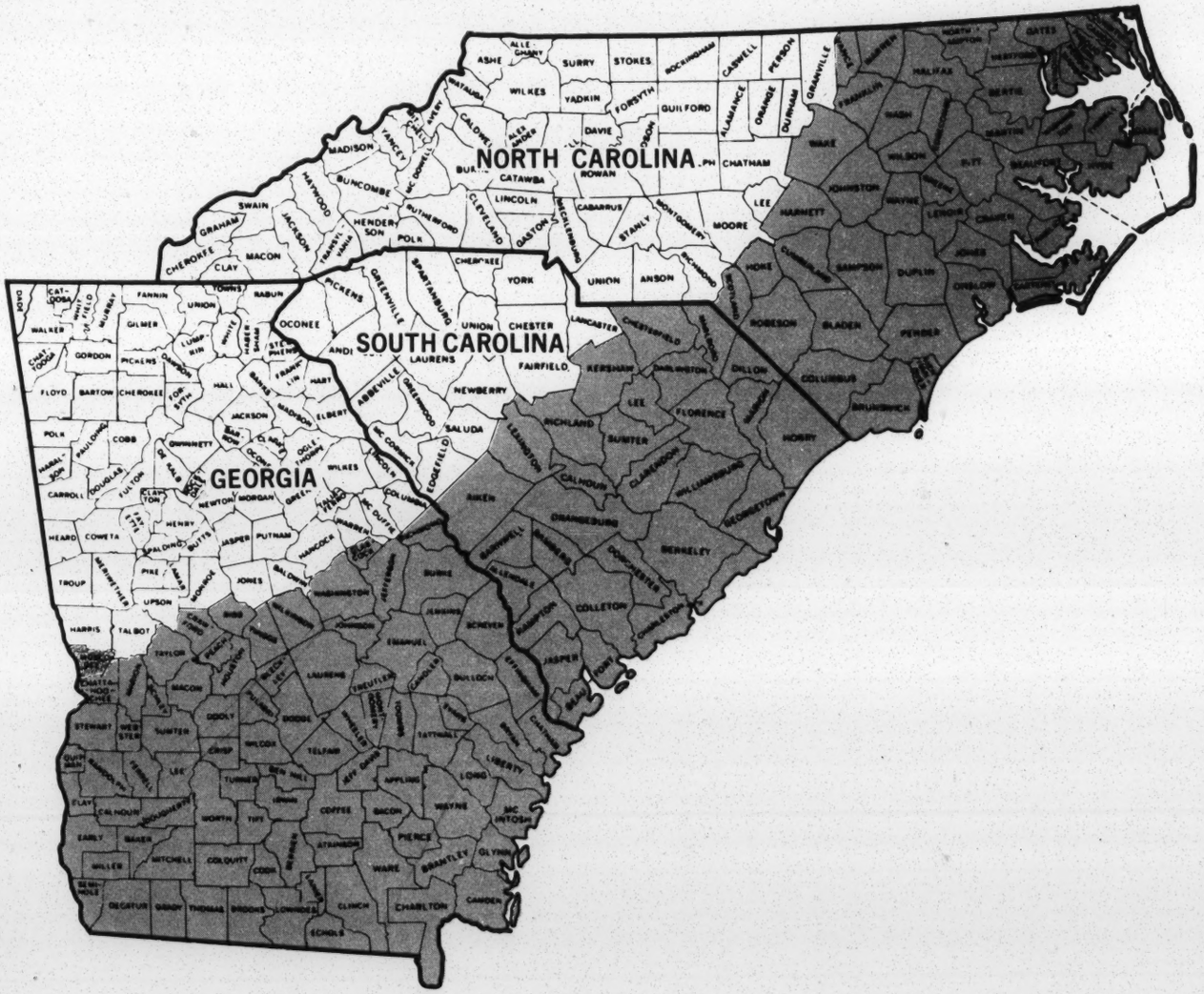
$3,459 median family income in Region
$5,660 median family income in U.S.

Region is primarily an agricultural area with tobacco, cotton and peanuts as the three major crops. Advance in mechanization of farming has taken jobs of many small farmers and farm workers. This trend is expected to continue.

Some of the more important industries which have a potential for development in the Region include: food processing, wood processing, seafood processing, tourism and recreation, chemicals, transportation, minerals, electronics and metals fabrication.

COASTAL PLAINS

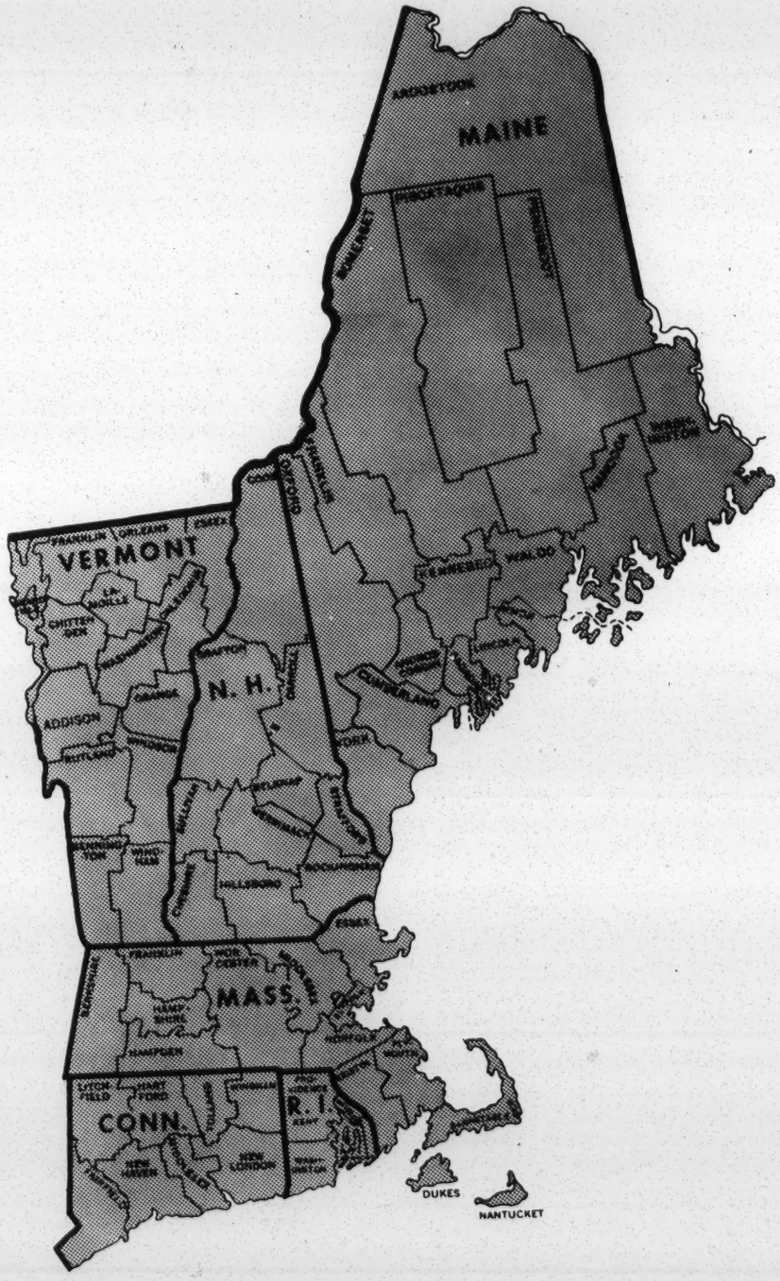
ECONOMIC DEVELOPMENT REGION



Designation by Secretary John T. Connor, with concurrence of the States, in accordance with the provisions of the "Public Works and Economic Development Act of 1965," (PL 89-136).

NEW ENGLAND

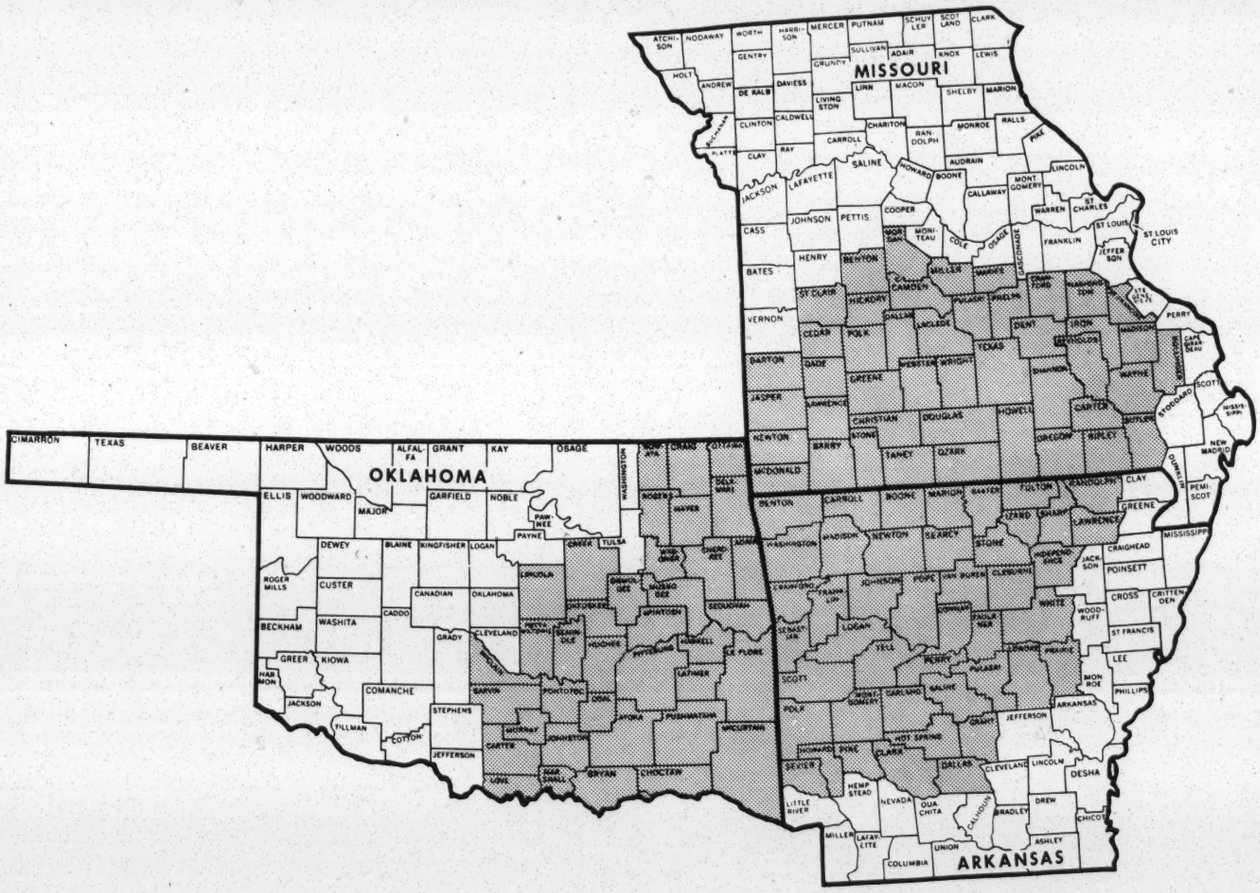
ECONOMIC DEVELOPMENT REGION



Designation by Secretary John T. Connor, with concurrence of the States, in accordance with the provisions of the "Public Works and Economic Development Act of 1965," (PL 89-136).

OZARKS

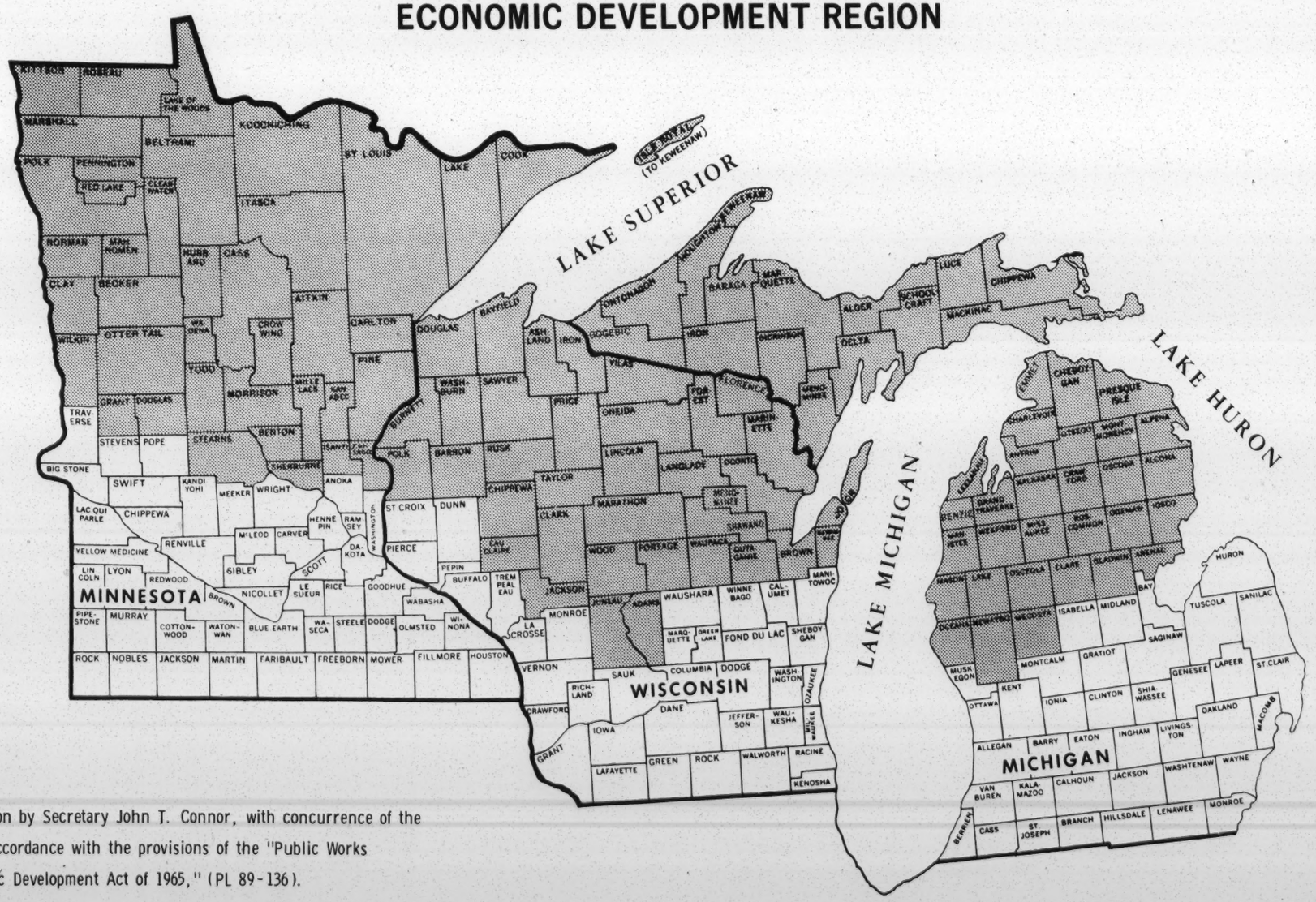
ECONOMIC DEVELOPMENT REGION



Designation by Secretary John T. Connor, with concurrence of the States, in accordance with the provisions of the "Public Works and Economic Development Act of 1965," (PL 89-136).

UPPER GREAT LAKES

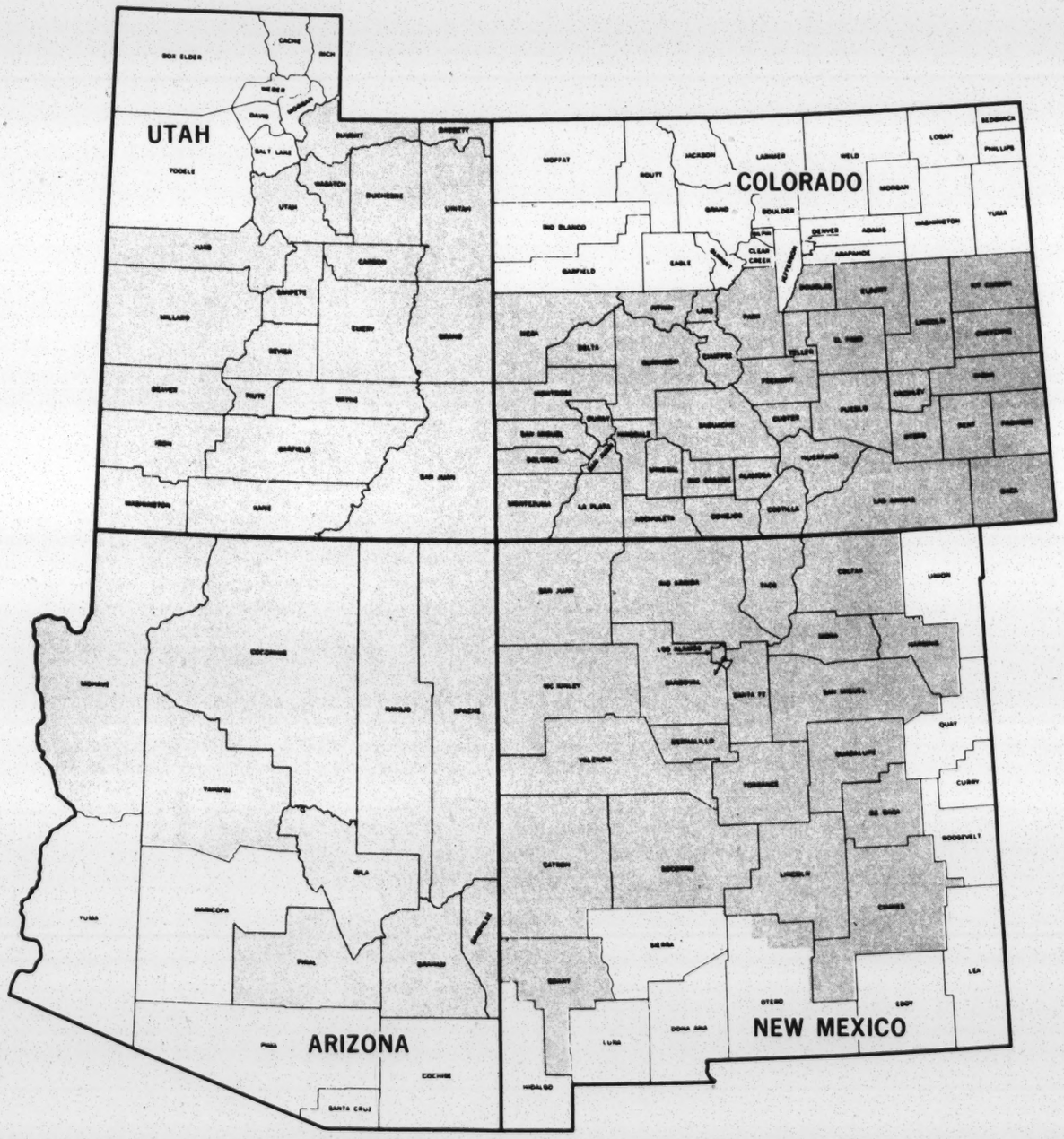
ECONOMIC DEVELOPMENT REGION



Designation by Secretary John T. Connor, with concurrence of the States, in accordance with the provisions of the "Public Works and Economic Development Act of 1965," (PL 89-136).

FOUR CORNERS

ECONOMIC DEVELOPMENT REGION



Designation by Secretary John T. Connor, with concurrence of the States, in accordance with the provisions of the "Public Works and Economic Development Act of 1965," (PL 89-136).

REGIONAL PLANNING AND DEVELOPMENT COMMISSIONS

In the nationwide concern for the alleviation of economic hardship, it has become apparent that hard core areas of poverty and lagging development lie in small towns and farm communities of the nation as well as in major urban centers. Commonly cited illustrations, for example, are the Appalachian hollow and the small town that once served as the hub of commercial activity and supplied the needs of the surrounding countryside but is now steadily falling farther behind its bigger competitor on down the highway.

An effective attack on the problems of underdeveloped areas, urban or rural, requires action by local, state, and federal governments in partnership with the private sector of the economy. Local governments are obviously unable to cope on their own with the root causes of poverty and economic underdevelopment. On the other hand, they can take many steps to help their communities become more attractive as places in which to live and carry on productive enterprises. The trouble is, local governments in many areas of sparse population and after years of declining activity have limited fiscal and human resources to draw upon. Such resources are vital, just to take advantage of assistance programs increasingly available from state and federal governments. Moreover, the geographic jurisdiction of individual local units of government, even as broad as the county, is frequently not large enough to constitute a viable base for economic development.

Rural farm and nonfarm communities in a number of states are now moving into better positions to overcome these basic inadequacies of small communities, with the assistance of state legislation and state technical and financial assistance. In such states as Wisconsin, Georgia, Tennessee, and Missouri, they have undertaken to pool the financial and human resources of local communities over a broader yet essentially homogeneous area, for the purpose of studying economic and social needs and resources, making plans for best development of their resources, and acting cooperatively, usually through existing units of local government, to carry out the plans. The instrument for doing this is an areawide planning and development commission, representing the local governments of the area and employing a trained technical staff equipped to develop workable long range plans and work closely and effectively with community organizations, public and private, in carrying them out.

A major effort to help underdeveloped areas has at the same time been mounted by the federal government. The Economic Development Administration, as did the predecessor Area Redevelopment Administration, aim at providing economic stimulants through public works loans and grants. The Appalachian Regional Commission focuses on the economic and social problems of an area covering largely mountainous territory and small towns of parts of 12 states. The Economic Opportunity Act is directed toward rooting out and preventing poverty wherever it exists, and was amended in 1965 with specific direction to see that appropriate resources are devoted to the

poverty-stricken of both rural and urban areas. These programs are in addition to Department of Agriculture programs aimed basically at raising the income and improving the lot of the individual farmer and rural resident, and the Department's more recent efforts through its rural community development service to provide technical assistance to farm communities in planning and developing their local economies. Finally, the Administration proposed to the Congress in 1966 a Community Development District program, under which rural communities would be given incentives and assistance to engage in orderly planning for the development of large rural areas.

Certain problems of interlevel and interprogram coordination have emerged from these new federal and state efforts. One is the danger that many different state, local, and federal programs in the same basic field--physical, economic, and social development--will exhaust the leadership and organizational resources available in the rurual communities. Another problem is the likelihood of overlapping, confusing, and perhaps contradictory requirements for local communities to comply with in order to take advantage of programs offered by federal and state governments. Thus, for example, the principal program under the Economic Opportunity Act--the Community Action Program--is administered at the local and multi-county level through community action agencies, pursuant to organization and procedural requirements set forth in detail by the Office of Economic Opportunity. The Economic Development Administration has its own requirements for participation in its areawide program of stimulating loans and grants. The Appalachian Regional Development Act sets forth still additional requirements for local development districts. In each case, however, the governor of the state has, or may have, a hand in designating or approving designation of the boundaries of the respective development districts, and thus the state has leverage to effect some coordination.

It was in consideration of these conditions and the need to provide the framework for most effective use of limited resources, particularly in nonmetropolitan areas, that the Advisory Commission on Intergovernmental Relations in its 1966 report on Intergovernmental Relations in the Poverty Program made the following recommendation:

> ...that States authorize and provide financial incentives for creation and operation of multi-purpose regional public agencies in non-metropolitan areas to undertake physical, economic and human resource planning and development programs (including community action, economic and rural development, and areawide planning) over multi-county areas, particularly those areas in which local institutions have been unwilling or unable to respond to existing needs.
>
> The Commission further recommends that where States have taken such action, the head of each Federal department and agency administering grants for physical,

economic and human resource planning and development be required, by statute or Executive Order, to: (a) require use of the geographic base established pursuant to such State action as a condition of Federal grants to such area; (b) utilize, to the maximum extent feasible, such multi-purpose agencies as the recipients of such grants; and (c) where other than the multi-purpose agency is used, require establishment of adequate checkpoint procedures to assure program coordination with, and the maximum use of the governing body, technical staff, and physical facilities of such multi-functional agencies.

The following draft statute would provide legislative authority and financial incentives for carrying out this recommendation at the state and local levels. To some extent it reflects experience in Georgia with areawide planning and development commissions. Some of these commissions have operated as community action agencies under the Economic Opportunity Act and the governor has also indicated that he will designate the commissions to serve as development districts under the Economic Development Act, and, if passed, the Community Development District Act of 1966. Like the Georgia experience, in addition, the statute provides for state matching grants to encourage establishment and assist in operation of the areawide commissions. The draft act also reflects to some degree reference to the Wisconsin regional planning law, the Missouri state and regional planning and community development act, and the Tennessee economic development district act. A section-by-section summary follows.

After the declaration of purpose (section 1) and definitions (section 2), the statute makes the governor responsible for laying out multi-county planning and development districts (section 3) and for establishing commissions to carry on the planning and development functions in the districts (section 4). State stimulation for formation and operation of the districts is provided by authorizing state appropriations to match the local contribution up to a specified maximum (subsection 6(g)). Thus the statute gives the state some basic duties and responsibilities for the regional approach to economic and social planning and development.

At the same time, the act places major responsibility on local units of government in creation and operation of the commissions, reflecting the need to enlist their active support and participation. It makes county governing bodies responsible for initiating the designation by the governor of the development districts (subsection 3(a)), and all local units of general government for determining among themselves the composition of the commissions, subject to the requirement that commission members must be local elected officials (subparagraph 4(l)).

In the belief that states may differ as to the degree to which they wish to make the commission capable of carrying on operating and construction activities on their own, two basic alternatives are

presented with respect to the powers of the commissions. The first (section 5) empowers a commission to perform planning activities and, under contract or agreement with one or more local units, administer on their behalf programs available under federal planning and development legislation. The latter include community action and other activities under the Economic Opportunity Act and public works facilities construction under the Economic Development Act. Financing of the commission (section 6) is limited essentially to dues assessed against the local units of government, charges for special services, federal grants, state incentive matching grants, and revenues received from local units under contracts or agreements to administer federal programs for them.

The second alternative authorizes the same planning activities as under the first, but in addition, in bracketed subparagraphs of section 5, empowers a commission to act on its own in conducting operating and construction programs under federal and state development legislation. Bracketed subsections of section 6 give the commissions powers of property taxation, borrowing, and special assessments to support their direct operating and construction responsibilities.

Other provisions are the same under both alternatives. The governor is empowered to designate, unless precluded specifically by federal law, regional planning and development districts to serve as planning and development districts for purposes of federal planning and development programs. This provision, plus the provision for the commissions to act either on their own or on behalf of local governments in administering state and federal grants (subparagraph 5(2)), would provide the framework for having federal and state planning and development programs administered within the same geographic boundaries and making most effective use of leadership and staffing. The commissions are also empowered to assist state agencies in providing technical assistance to local governments, for example, assisting the state office of economic opportunity in providing technical assistance under the Economic Opportunity Act (subparagraph 5(2)).

Suggested Legislation

[Title should conform to state requirements. The following is one suggestion: "An act providing for the establishment of multi-county regional planning and development commissions."]

(Be it enacted, etc.)

1 Section 1. Purpose. The legislature finds that: (1) many
2 citizens of the state, particularly those residing outside of
3 major urban centers, are not able to participate fully in the
4 economic opportunities afforded to other citizens, largely

5 because many of these areas are economically and physically
6 underdeveloped; (2) despite the best efforts of local units of
7 government, these areas are in need of assistance in planning
8 and developing their economic, physical, and human resources;
9 (3) successful achievement of these objectives requires a com-
10 prehensive, coordinated, and orderly program by which the re-
11 sources of a number of communities may be pooled to overcome
12 the effects of sparsity of population and inadequacies of eco-
13 nomic and other resources; (4) the Congress has enacted a
14 number of laws, including the Economic Opportunity Act, [the
15 Appalachian Regional Development Act[1]], the Public Works and
16 Economic Development Act, [and the Community Development Dis-
17 trict Act[2]] which provide assistance in carrying out planning
18 and development activities to meet the needs of the citizens
19 and to more fully develop areas of lagging growth; (5) these
20 federal laws have separate and different requirements as to
21 the organizational structure and geographic areas of local or
22 areawide units administering their programs, with consequent
23 overlapping and confusion and excessive demands on local lead-
24 ership and staff resources; and (6) the assistance of the state
25 is needed to make the most effective use of these and other
26 programs in organizing and administering programs to meet the
27 needs of the citizens of such areas. It is the purpose of this
28 act, therefore, to provide more effective means and incentives
29 for planning and development of the physical, economic, and
30 human resources of the state, including a regional framework
31 for effective execution and coordination of federal planning
32 and development programs.

1 Section 2. Definitions. As used in this act:

2 (1) "Governing body" means the board, body, or persons in
3 which the powers of local units are vested.

4 (2) "Local units of government" or "local units" include

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1. Applicable to 12 states affected by the Appalachian Regional Development Act.

2. Inclusion is conditioned on passage of Community Development District Act.

5 cities, villages, towns, counties [enumerate other units of
6 general local government].
7 (3) "Population" means the number of residents as shown by
8 the most recent nationwide census of population.
9 (4) "District" means an area of two or more contiguous
10 counties designated by the governor as a regional planning and
11 development district pursuant to section 3 of this act.
12 (5) "Commission" means a regional planning and development
13 commission established pursuant to section 4 of this act.
1 Section 3. Designation of Regional Planning and Develop-
2 ment Districts. (a) The governor may designate regional plan-
3 ning and development districts when he finds the following
4 conditions exist: (1) the governing bodies of two or more
5 contiguous counties signify by resolution that they desire
6 designation of such counties as a district for purposes of this
7 act; (2) the public has had an opportunity to register its
8 views on the proposed creation of such a district, either at a
9 public hearing held by the governing bodies upon adequate public
10 notice prior to the adoption of the resolution, or through such
11 other means as the governor shall find satisfactory; (3) there
12 exists within the proposed district a clear need to plan and
13 develop its physical, economic, and social resources, and the
14 area contains adequate financial and other resources to sup-
15 port successful achievement of these objectives, including a
16 minimum population of [ ], but the governor may waive such
17 population limitation if he finds that the purposes of this act
18 require such action; (4) the area within the proposed district
19 has sufficient elements of homogeneity based upon, but not
20 limited to, such considerations as topographic and geographic
21 conformations, extent of urban development, the existence of
22 special or acute agricultural, forestry, conservation or other
23 rural problems, uniformity of social or economic interests and
24 values, park and recreational needs, civil defense, or the
25 existence of physical, social, and economic problems of a
26 regional character; and (5) the proposed district meets such
27 other reasonable and necessary general conditions, standards,

28 and criteria as the governor may establish to further the pur-
29 poses of this act. In establishing standards the governor
30 shall afford all affected parties adequate notice and an oppor-
31 tunity to present relevant information.
32 (b) Regional planning and development districts designated
33 by the governor under this section shall be used as the basis
34 for proposing or designating areas for the purposes of the
35 following federal acts, to the extent not precluded by such
36 acts, unless the governor finds it necessary to waive or re-
37 vise the districts to fulfill the purposes of this act: (1)
38 the Economic Opportunity Act of 1964; (2) section 403 of the
39 Public Works and Economic Development Act of 1965; (3) section
40 301 of the Appalachian Redevelopment Act of 1965; [(4) section
41 3 of the Community Development District Act of 1966 (S. 2934)[3]];
42 and (5) such other federal acts, existing or hereafter enacted,
43 as may authorize financial assistance for undertaking physical,
44 economic, and human resource planning and development programs.
45 (c) The governor may, after consultation with the govern-
46 ing bodies of the counties involved, revise the designation of
47 districts as required to reflect changing conditions or other-
48 wise to fulfill the purposes of this act.
49 (d) The [state planning office, office of local affairs,
50 or other appropriate state agency] may assist interested local
51 units in arranging for designation of a planning and develop-
52 ment district and in establishing a regional planning and de-
53 velopment commission as provided in sections 3 and 4 of this
54 act. All departments and agencies of the state and any poli-
55 tical subdivisions and public authorities thereof, are author-
56 ized and directed to provide such assistance and data as may
57 be needed in carrying out the purposes of this act, including
58 designation of districts and establishment of commissions.
59 (e) The governor may enter into agreements with the gov-
60 ernors of any adjoining states to establish interstate regional

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3. Inclusion is conditioned upon passage of Community Development District Act.

61 planning and development districts consisting of one or more
62 counties in each of the affected states. In negotiating the
63 agreements, the governor shall be guided by the provisions of
64 this act with respect to the area of such districts and the
65 selection, composition, powers, and functions of district com-
66 missions. Any agreement shall specify: (1) its duration; (2)
67 the precise organization, composition, and nature of the legal
68 or administrative entity created thereby together with the
69 powers delegated thereto; (3) its purpose or purposes; (4) the
70 manner of financing the joint or cooperative undertaking and of
71 establishing and maintaining a budget therefor; (5) the permis-
72 sible method or methods to be employed in accomplishing the
73 partial or complete termination of the agreement and for dis-
74 posing of property upon partial or complete termination; and
75 (6) any other necessary and proper matters.

1 Section 4. Establishment of Regional Planning and Develop-
2 ment Commissions. The governor may approve the establishment
3 of a regional planning and development commission for each
4 regional planning and development district to assist the local
5 units of government within the district in carrying out the pur-
6 poses of this act. Commissions approved by the governor shall
7 conform to the following requirements:

8 (1) A commission shall consist of representatives of local
9 units of government within the district, who shall be elected
10 officials of the units. Their number, terms, and manner of
11 selection shall be specified in resolutions of the governing
12 bodies of the local units in the district representing in the
13 aggregate at least two-thirds of the population of the district.
14 For the purposes of this determination, a county sahll be as
15 one local unit and the population of the county shall be based
16 upon the inhabitants residing in the unincorporated area of
17 such county as determined by the last decennial census of the
18 United States.

19 (2) No compensation shall be paid members of a commission.
20 This shall not affect in any way renumeration received by a
21 state or local official who in addition to his responsibilities.

22 as a state or local official serves as a member of a commission.
23 All members of a commission may be reimbursed for reasonable
24 and necessary expenses incurred in the performance of their
25 duties as members of the commission.
26 (3) Commissions shall comply with such other reasonable and
27 necessary general standards, conditions, and criteria as the
28 governor may establish in order to further the purposes of this
29 act, but the governor, in establishing the standards, shall
30 afford all affected parties adequate notice and an opportunity
31 to present relevant information.
1 Section 5. Powers and Functions of Commissions. A regional
2 planning and development commission shall have the following
3 powers and functions:
4 (1) Elect its own chairman, and establish rules of proce-
5 dure, officers, and organization necessary for carrying out its
6 prescribed functions. The commission may authorize, in conform-
7 ity with established rules, an executive committee or officer of
8 the commission to act for it on all matters. It shall meet at
9 least once a year and shall keep a record of its resolutions,
10 transactions, findings, and determinations which shall be a pub-
11 lic record. It shall appoint a director who shall serve at the
12 pleasure of the commission. The director shall be the chief ad-
13 ministrative officer of the commission and shall appoint and re-
14 move necessary staff subject to such personnel policies and
15 standards as the commission may establish. The commission shall
16 fix the compensation of all employees.
17 (2) Prepare and from time to time revise, amend, extend, or
18 add to plans for development of the district. The plans shall be
19 based on studies of physical, social, economic, and governmental
20 conditions and trends and shall aim to coordinate development of
21 the district in order to promote the general health, welfare,
22 convenience, and prosperity of its people. The plans shall em-
23 body the policy recommendations of the commission and shall be
24 fully coordinated with the planning of state agencies and depart-
25 ments engaged in related activities, including [enumerate agencies].

26 (3) Enter into contracts or agreements with one or more
27 local units and private nonprofit groups within the district to
28 act on their behalf in applying for, administering, and coor-
29 dinating grants and contracts available for programs authorized
30 by state and federal laws for physical, economic, and human
31 resources planning and development, including but not limited
32 to the Economic Opportunity Act of 1964, the Public Works and
33 Economic Development Act of 1965, [the Appalachian Regional
34 Development Act of 1965[4]], and [the Community Development Dis-
35 trict Act of 1966[5]].
36 [(4) Apply for, administer, and coordinate grants and con-
37 tracts available for programs authorized by state and federal
38 laws for physical, economic, and human resources planning and
39 development, including but not limited to the Economic Oppor-
40 tunity Act of 1964, the Public Works and Economic Development
41 Act of 1965, [the Appalachian Regional Development Act of
42 1965[4]], and [the Community Development District Act of 1966[5]].]
43 [(5) Sue and be sued; acquire by purchase and condemnation
44 all lands and property rights necessary for its purposes; lease,
45 construct, maintain, and operate the use of facilities requisite
46 to its performance of authorized functions, together with all
47 lands, properties, equipment and accessories for such facili-
48 ties; and sell or otherwise dispose of any real or personal
49 property acquired and which is no longer required for the pur-
50 poses of the commission.][6]
51 (6) Enter into contracts with state agencies, including the
52 state office of economic opportunity, to act on behalf of or
53 assist such agencies in providing technical assistance and
54 other services to communities within its jurisdiction.

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4. Applicable to the 12 states affected by the Appalachian Regional Development Act.

5. Inclusion conditioned on passage of the CDD Act.

6. States may consider it desirable to adopt optional subparagraph (4) in order to empower the commission to receive and administer development grants on its own, rather than on behalf of the local governments pursuant to contracts or agreements. In that case it would also need the instrumental powers provided in bracketed subparagraph (5).

55 (7) Submit and adopt all necessary plans, enter into con-
56 tracts, accept gifts, grants, and federal funds, prepare and
57 submit budgets, make rules and regulations and do all things
58 necessary for carrying out the purposes of this act.
59 (8) Exercise its powers jointly or in cooperation with
60 agencies or political subdivisions of this state or any other
61 state, or with agencies of the United States, subject to statu-
62 tory provisions applicable to interjurisdictional agreements.
1 Section 6. Financial Support of Commissions. (a) For the
2 purpose of providing funds to meet its expenses, a commission
3 may levy dues on the local units of government within the dis-
4 trict. Such dues shall be fair and equitable and shall be
5 based on the population of each local unit as determined on the
6 basis of the latest decennial census.[7] For the purposes of
7 this determination, a county shall be as one local unit and the
8 population of the county shall be based upon the inhabitants
9 residing in the unincorporated area of the county as determined
10 by the last decennial census of the United States. By agree-
11 ment between the commission and a local unit, special addi-
12 tional charges may be levied on such local unit as reimburse-
13 ment for unique or special services provided by the commission.
14 [(b) A commission shall annually fix the amount of money
15 necessary to be raised by taxation upon the taxable property
16 in its district, as revenue to meet its expenses and pay its
17 indebtedness for the current fiscal year. Annually before
18 [insert date], the assessor of each [insert name of local unit
19 performing assessment] shall transmit to the commission a
20 written statement showing the taxable value of all property
21 within the jurisdiction of such [local unit performing assess-
22 ment] which lies within the district. The value shall be as-
23 certained from the [assessment records] for the year, as equal-
24 ized and corrected by the [state property tax review agency].
25 On [insert date], the commission shall fix the tax rate, [not

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7. Alternatively, dues may be based on the equalized assessed value of the units of government.

26 to exceed [ ]], based upon the aggregate of equalized values
27 transmitted by the assessors. On [insert date] the tax rate
28 shall be certified to the governing bodies of the counties
29 within the district and taxes shall be levied and collected for
30 the commission in the same manner as taxes levied for county
31 purposes.]

32 [(c) A commission may set and collect charges for services
33 it supplies and for use of facilities it provides.]

34 [(d) A commission may issue bonds for any capital purpose
35 of the commission, but a proposition authorizing issuance of
36 bonds shall have been submitted to the electors of the district
37 at a special election and assented to by a majority of the
38 persons voting on the proposition at the election.]

39 [(e) A commission may levy special assessments payable
40 over a period of not exceeding [ ] years on all property
41 within the district specially benefited by an improvement, on
42 the basis of special benefits conferred, to pay in whole or in
43 part the damages or costs of the improvement.]

44 [(f) A commission may by majority vote of all the members
45 borrow money from any local unit of government and the local
46 units are hereby authorized to make loans or advances on terms
47 mutually agreed upon by the commission and the legislative
48 bodies of the local units.][8]

49 (g) To assist financially with the development and coor-
50 dination of activities of regional planning and development
51 commissions, appropriations are authorized for grants to the
52 commission. The grants shall be administered by the [specify
53 state office[9]] and shall equal [25, 33-1/3, 50] percent of the
54 annual budget of the commission, but not to exceed $[ ] for
55 any commission for any fiscal year. The grants may also be
56 used for the purpose of matching federal programs of assistance

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8. Alternative subsections (b) - (f) would be appropriate for consideration if the commission is given operating powers by section 5, alternative subsection (4).

9. Possibilities are the state planning office or office of local affairs.

for planning and development.

Section 7. Advisory Committees. A commission may appoint advisory committees whose membership may consist of individuals whose experience, training, or interest in one or more programs, or representation of particular groups or areas, may qualify them to render valuable assistance to the commission by acting in an advisory capacity or consulting with the commission on its activities. Members of the advisory committees shall receive no compensation for their services, but may be reimbursed for actual expenses incurred in performance of their duties.

Section 8. Report and Evaluation. (a) A regional planning and development commission shall make an annual report of its activities to the chief executive officers, legislative bodies, and planning agencies of all local units of government within the district, the members of the [legislature] elected from [legislative] districts lying wholly or partially within the district, and the governor.

(b) The governor shall from time to time evaluate the effectiveness and activities of districts designated and commissions established under this act and may take actions, including the withholding of state funds authorized under subsection 6(g) and the revision of designation of districts required under federal planning and development programs, necessary to accomplish the purposes of this act. The governor shall afford the affected parties a full opportunity to present their views and shall make a full and prompt report to the legislature of actions taken.

Section 9. Separability. [Insert separability clause.]

Section 10. Effective Date. [Insert effective date.]

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THE URBAN PLANNING PROJECT

This project will attempt, with both short term and long term programs and goals, to slow the trend toward establishing ghettos and to develop positive programs to reverse that trend. Major emphasis will be on offering technical assistance to urban planners and other public officials. (This is already being done in one city in Florida.) We shall attempt also to offer assistance to the appropriate departments of the federal government and to study, analyze, and interpret the role of these departments. Special attention will be given to the regional and state offices of these departments. Consultative services will be available to local groups who wish to develop an interest in this area and to those who wish to stabilize a changing neighborhood or those who want to begin the process of neighborhood integration. Programs concerned with neighborhood improvement will also be assisted. An incidental but important part of this project will be to work with schools of architecture and urban planning in curriculum development to see that planners now being trained will have a better understanding of the necessary technical and social aspects of adequate urban planning. To direct this project we have been fortunate to secure Mr. Moreland Griffith Smith, FAIA. An

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architect formerly of Montgomery, Alabama. Mr. Smith has been at work since November and the progress to date is most encouraging.

THE URBAN PLANNING PROJECT

The Urban Planning Project has as its purposes to assess urban planning in the region, to encourage involvement of all the community in progressive programs, to encourage local governments to make all services available on an equal basis, and to evaluate the policies of and cooperate with the several federal agencies. The Project is directed by Moreland Griffith Smith, FAIA, and assisted by Susan Bresler.

Publications during the year were: Neighborhood Stabilization (a guide to a changing neighborhood); A Home of Our Own (a guide for the new home buyer); Mr. Mayor, Can We Solve Our Housing Dilemma? (a guide for civic leadership); and, yet-to-be-published, studies of housing in Atlanta and of neighborhood housing and community improvement volunteer efforts.

The Project staff has been heavily involved in professional consultations with the leadership, official and unofficial, of a number of communities and with several of the local and state Councils on Human Relations. They have been requested and are giving professional analyses to the overall urban planning efforts of six southern cities. There have been a number of consultations with persons in the regional and national office of the Department of Housing and Urban De-

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velopments, as well as a meeting with Secretary Weaver. The staff and the Executive Director have worked with the staff of Doxiadis and Associates and have conferred with Dr. Doxiadis. From the conferences may come a proposal for an experimental metropolitan regional study.

In the hopes of encouraging more realistic curriculum for students of architecture and urban planning, there have been several meetings with university faculties, particularly those of the Universities of Pennsylvania and North Carolina. We hope to continue and expand this work.

The Urban Planning Project epitomizes the SRC dilemma and opportunity: how, with very limited staff and resources, to develop programs that make a difference. We are encouraged with the first year's experimentation.

THE URBAN PLANNING PROJECT

As with several other projects, the Urban Planning Project has been essentially a one-man operation, directed by Moreland Griffith Smith since its inception in late 1965.

While as a planner, Mr. Smith has done some significant consulting work for the leadership of several southern cities, main emphasis has been an attempt to have a broader influence on urban planning than can be afforded with a city-by-city consultative approach.

Special effort has been made to reach appropriate officials in the Department of Housing and Urban Development on both the national and regional levels. Some attention, too, has been given to national professional groups. In several instances, the project has worked in cooperation with other programs and individuals within SRC. This has been true especially with the Projects in voter education and community organizations. Also, Mr. Smith, as an architect, joined with Mr. Boone in a very significant consultation with officials in Kentucky concerning the building of a new state prison there.

During the year there has been continued consultative work on codes as they affect low cost housing, an ambitious report prepared for the Mayor of Atlanta on future urban

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planning for the area with emphasis on abolishing ghettos, and in several instances consultants and materials have been provided to concerned groups in "transitional" neighborhoods.

Currently, the project is exploring the idea of providing, through SRC and other agencies, considerable assistance to the cities in the region involved in the Model Cities Program, with emphasis on providing assistance to those people in the communities most affected by this program. Initial exploration is being done in Charlotte. Public and private groups in a number of cities have expressed interest and, at this point, the exploration is being done with the assistance of the regional and national offices of HUD.

THE URBAN PLANNING PROJECT

The past year has seen the enactment of the first Federal Civil Rights Housing Law. Regardless of the direction taken by the new Federal Administration, there will undoubtedly be non-complaince, as has been the case with all of the other civil rights laws. Attitudes have hardened, resistance techniques have been perfected, the mood of the country has moved ever to the right. Since the Federal Government is seen as a monster handing down decrees from afar, it becomes increasingly important to work to change attitudes on the grass roots level.

Local fair housing groups are springing up all over the country. These can be used as a vehicle of change. The SRC Urban Planning Project will continue to work with these groups to soften community attitudes and to bring about the enactment of local housing laws. Some of these groups have obtained foundation funds to aid Negroes in financing integrated housing. This aspect needs to be broadened.

In the past, throughout the South, there has been considerable dispersion of Negro residential areas. However, the Southern pattern has changed rapidly in recent years to parallel more closely urban solutions in the North. Inter-

state Highways and rapid transit as well as railroads are presently commonly designed to prevent easy access between white and Negro neighborhoods. Further, buffer zones prevent streets from going through and bus routes are circutious. This creates a great hardship in time and money for Negroes going to and from work. The Urban Planning Project would of course continue to work with local planning groups to stress the desirability of more free and equal circulation.

The idea has been raised that there is a great need for an in-depth study of one sample city. This would doubtlessly show how the placement of freeways and urban renewal has been determined---the displacement of Negroes in relation to whites, the percentage of Negro ownership of condemned land in relation to the percentage in rejected alternatives. Case histories of the machinations of real estate boards and of the FHA should be included. SRC reports get wide publicity and are effective instruments for change. Such a report would provide a solid base from which to work in effecting change in the area of housing.

The 1968 open occupancy legislation opens up opportunities for bolder solutions for total city planning---land use, intra-city transportation, inter-neighborhood communication

proximity of jobs to housing---which can contribute to a healthier economic base and thus appeal to the business interests within the city.

If we are to have an open society, urban planning is a necessity. The SRC project cannot make an impact through its own efforts alone. Resources and staff are inadequate. It will, however, continue to work in this area, and especially seek to influence others to take up this fight. It will seek to develop financing for research papers that will call attention to the need for action, and thus enlist others in this cause.

It is propoesed to continue the Urban Planning Project, trying to encourage the private sector to participate in urban planning areas in order to broaden the base of interest within the city in order to reach all economic strata. It is felt that this can be done by encouraging the awareness of the American Institute of Planners, the Chamber of Commerce, as well as the neighborhood organizations, in addition to organizations which SRC has advised and worked with, such as:

1. Southwest Atlantans For Progress
2. The Housing Committee, Houston Council
3. New Orleans Consortium

4. The Arkansas Council on Human Relations

5. The Georgia Council on Human Relations

6. The North Carolina Council on Human Relations

7. The South Carolina Council on Human Relations

8. The Tennessse Council on Human Relations

9. The Virginia Counicl on Human Relations

10. The American Friends Service Committee

11. Ansley Park Fair Housing

12. The Mayor's Committee on Housing Resources

13. The Mayor's Code Committee

14. HUD, Nationally and Regionally

The Urban Planning Project will also continue to circulate the seven (7) publications.

1. Neighborhood Stabilization

2. A Home of Our Own

3. Mr. Mayor - Slum Ghettos in Your City, Can we Solve Our Housing Dilemma?

4. Neighborhood - Where Human Rights Begin

5. A Guide to Programs for Better Homes and Neighborhoods

6. Atlanta Residential Patterns

7. A Report to the Mayor

Gary T. Vecchio

HOW MONEY CAN MAKE OR BREAK OUR CITIES

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Urban-renewal laws, both Federal and state, are based on certain widely accepted theories about what causes the decline of city neighborhoods and the formation of slums. Most of the reasoning followed among city planners for decades is demonstrably invalid. In New York, for instance Greenwich Village "ought" to be a slum and Morningside Heights "ought" to be a huge success. Just as striking as the nonsense that the urban-renewal law contains are the matters it leaves unmentioned, such as credit blacklisting. This practice is one of the chief reasons why slums form and also why so few slums, once formed, are able to improve themselves even when the people who live in them are both capable of improving their conditions and eager to do so.

Blacklisting shuts off the most important kind of housing money; the conventional credit extended by nongovernmental lenders, principally savings-commercial banks, and some pension funds. Although these institutions do not publicize the fact, they map cities into areas in which they will either invest or not invest. The decision is almost always unanimous. All large American cities--and many small cities too--have areas blacklisted for investment in this fashion. The practice is one of the most destructive forces at work in our cities; it leads almost inevitably to unnecessary stagnation or to unbridled slum exploitation.

Credit blacklisting is impersonal. It operates not against persons as such or even against buildings as such, but against neighborhoods. For example, a merchant in New York's blacklisted East Harlem, not able to get a $15,000 loan for expanding and modernizing his successful business there, had no difficulty in raising $30,000 to build a house in a Long Island suburb.

The motive of lenders in deciding to blacklist a district are not villainous. They are merely applying lessons they have learned from the city-planning theories of the 1930's, which aimed, among other things, at starving out dense city districts and nourishing suburbs. Blacklist maps came in at the same time as slum-clearance maps, and the two are ususlly identical both in conception and in results. Indeed, one of the objects of the planners: slum-clearance maps is to warn investors not to invest in certain areas. Sometimes the lenders anticipate the planners. In either case, it is decided that such and such a place is becoming a slum. Its future, insofar as it is considered at all, is projected in terms of the most widely accepted remedy for slums; eventual erasure after a period of further decline.

Credit-blacklist maps, like slum-clearance maps, are thus prophecies. And they are accurate for the simple reason that they are self-fulfilling prophecies. If no money is available to improve a neighborhood, if people there can improve their situation only by leaving, decline is all but inevitable.

SLUMS THAT FOUGHT BACK

Few areas, once blacklisted, manage to escape their doom. The only district, so far as I know, that met the problem head-on and forced reversal of the decree is the Back-of-the-Yards district in Chicago. This area used to be a notorious slum, the familiar hodgepodge of weather-beaten buildings that is generally recognized as an obvious candidate for the bulldozers. Residents applying for jobs outside the district used to give false addresses. But most of the men worked in the stockyards, and during the 1930's the district and its people became deeply involved in unionizing the packing plants. Extending the mood of militancy, a number of able men started an experiment in local organization. Called the Back-of-the-Yards Council, it came to operate much as a government does. Policies are set by a kind of legislature of two hundred elected representatives, which has a good deal more power than most formal citizens' organizations, both for carrying out public services of its own and for making its will known to the municipal government. The district's ability to get from City Hall the municipal services, facilities, regulations, and exceptions to regulations it needs is regarded with awe throughout Chicago.

SAUL ALINSKY

In the interval between the formation of the council and the early 1950's, many of the people in the district graduated into skilled industrial, white-collar, or professional jobs. According to most city-planning theorists, the next move at this stage should have been a mass emigration to the suburbs. The abandoned district should thereupon have been filled by a new wave of slum dwellers.

But the Back-of-the-Yards people wanted to stay--as is often the case in such neighborhoods. The existing institutions, especially the churches, wanted them to stay. At the same time, thousands of residents also wanted to improve their homes beyond the small amount of remodeling or refurnishing already accomplished. They were no longer compelled to be slum dwellers and they did not wish to live as if they were.

The two desires--to stay and to improve--seemed incompatible. The Back-of-the-Yards had been blacklisted for mortgage credit. But in this case a local organization was both smart enough and powerful enough to find a way out of the trap. A survey by the council revealed that businesses, residents, and institutions in the district had deposits in some thirty of Chicago's savings-and-loan associations and savings banks. It was agreed that these depositors would be prepared to withdraw their deposits simultaneously if lending institutions continued to blacklist the district.

On July 2, 1953, representatives of the banks and the savings-and-loan associations were invited to a meeting. The mortgage problem of the district was presented and discussed amicably. Certain polite remarks were made about the numbers of depositors in the district and the size of their deposits. Before the meeting was over, several of the lenders promised to give favorable consideration to requests for loans. The same day, the council began negotiating for a site for forty-nine new dwellings. The most squalid row of slum apartments was equipped with indoor plumbing and modernized in other ways

by means of a $90,000 loan. Within three years, some five thousand houses had been rehabilitated by their owners. In 1959, construction of several small apartment houses was begun. The residents are pleased and proud of the progress their district has made with the banks' interest and co-operation, and the bankers, in their turn speak admiringly of the area as a location for sound investment. Nobody was thrown out of the district and "relocated." In short, the process of decay has been arrested and reversed.

The North End of Boston is an example of a blacklisted neighborhood that has managed to stave off disaster by another kind of resource. For thirty years, the largest conventional mortgage loans made in the North End have been for $3,000, and even those have been rare. The most affluent suburb could hardly have held up over such a period under such terms. The North End has managed as well as as it has only because many of its residents happen to be in the building trades. They have given or bartered their services so that much of the improvement or extensive repairs has cost only the price of the materials, which had to be financed out of savings. These methods, however, cannot be stretched to cover the financing of new construction. In the North End, cut off from mortgage credit, businessmen or landlords must have cash in hand to finance even improvements that will quickly justify themselves by bringing in more income.

Unless a neighborhood possesses both extraordinary vitality and a good deal of luck, the lack of conventional mortgage money makes further deterioration inevitable. There is no way of telling the full extent of destruction wrought by blacklisting, but it is enormous. The lower East Side of New York, an area of great potential--at least as great a potential as Greenwich Village--was thus doomed. The Society Hill district in Philadelphia, where vast sums of public urban-renewal money are now being spent, steadily lost residents and would-be residents for decades because of the impossibility of getting legitimate loans to buy or to improve property. Blacklisting doomed East Harlem in New York, which in 1937 seemed at least as likely as Boston's North End to be able to hold a deeply attached population, many of whom were moving economically into the middle class. Much of Brooklyn lies under the pall. Nearly all neighborhoods that possess any appreciable Negro pupulation, in all Northern cities, are automatically blacklisted for conventional mortgage credit.

MONEY FROM THE SHADOWS

Blacklisting does not necessarily mean that an area is cut off from all types of building investment. Stagnant or decaying areas that are losing the very residents who might help bring improvement often undergo a special form of investment upheavel.

There are three separate and distinct kinds of money used to finance city building these days. And as the money goes, so go our cities. When conventional mortgages are not available, a second kind of financing often appears out of a kind of financial underworld. The sources of this money are usually mysterious, its paths devious. Interest rates for this sort of capital start at about twenty per cent and range as high as the market will

bear, in some cases up to eighty per cent in combination with arrangers' fees. Those who provide this money are, in effect, the loan sharks of the real-estate world.

Immense opportunities are opened to this shadow-world money in areas where conventional mortgage credit has been halted. The exploitative money is used to buy up property for which there are no other purhcasers or purchase money, and presumably never will be. The buildings quickly become slums. First comes the withdrawal of all conventional money; then unscrupulous money lenders move in to underwrite complete ruin. This sequence is familiar in most of our large cities and seems to be taken for granted.

At the point of complete ruin, a third kind of money for city building investment is often provided by government, either out of tax receipts or through governmental borrowing power. Housing projects underwritten by Federal or state governments are financed by this third kind of money; so are the subsidies for land clearance that make possible privately financed redevelopment and urban-renewal projects. In addition, the Federal government will guarantee as much as ninety per cent of the residential mortgages given by conventional lenders, provided the investment conforms to the standards set by the Federal Housing and Home Finance Agency. The object is to buy up land and buildings and prepare the way either for public housing projects or for private renewal projects. In the latter case, the government money prepares the way for re-entry of conventional investment and partially subsidizes it.

In addition, however, this governmental money also prepares the way for further extensions of shadow-world investment. Blanket use of the powers of eminent domain often brings handsome profits to slum landlords because of the fact that the earning power of a building is one of the factors taken into account in setting a condemnation award. The most exploited buildings can be, and often are, the ones that bring the largest profits. Their owners then can use their gains to buy more property than they formerly had, in new localities that they promptly convert into new slums. In New York, some of these unscrupulous investors take not only their money but also their former tenants with them to a new location, thereby helping the city solve the "relocation" problem. Slum shifting has its own efficiencies.

All three kinds of money--conventional, shadow-world, and governmental--are typically involved in debacles of city decay and upheaval. The whole cycle, destructive as it is, is the logical outcome of what logical men can do when they let themselves be guided by the axioms of conventicnal city planning.

Theories as well as laws determine the ways in which money is invested. First comes the image of what we want, then the machinery is adapted to turn out that image. The kind of investment programs we have today are the direct result of city-planning theories which have idealized ruthless and oversimplified changes and which have written off as irrelevant most of the possibilities of gradual change and adaptation. Money is being spent to please the planners rather than the people who live in our cities. But if and when we decide that a lively, richly diversified city capable of continual growth and improvement is desirable, then surely we shall be able to adjust the financial machinery to get what we want.

It is all too easy to blame the decay of our cities on traffic, or immigrants, or the whimsies of the middle class. The decay of our cities goes deeper. It goes right down to our ignorance about how cities are built. The ways in which real-estate capital is used--or is withheld from use--are powerful instruments. Money can make a city, or destroy it.

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Harper's Magazine August 1963

Kenwood Foils the Block-busters

by

Elinor Richey

How the women of one of Chicago's best neighborhoods got together—white and Negro alike—to save their homes.

Chicago motorists speeding southward along Lake Shore Drive sometimes take a wrong exit and get a surprise. A few minutes from the noisy Loop, they find themselves in a quiet, leafy neighborhood of distinguished, well-kept old residences. Since most of this area is covered with slums and housing projects, they may wonder what miracle happened here.

The place is central Kenwood, and it was no miracle. Having watched Kenwood from adjoining Hyde Park, I know that a bitter battle was fought to save it. The foe was a pack of unscrupulous real-estate brokers determined to convert Kenwood into a lucrative rooming-house district. The heroines are young matrons who seem now to have won the astonishingly effective fight they began waging nine years ago.

Something else the stranger notices is that Kenwood is interracial. But he can't tell by merely looking that in this twenty-block neighborhood of 250 homes, whites and Negroes are more than desegregated; they are genuinely integrated. By contrast, Hyde Park remains essentially a district of biracial living. Its parties and organizations show token integration, not the real thing, which Kenwood now takes for granted. Integrated in 194[illegible] three years before trouble came, central Kenwood has a home-ownership ratio of 65 per cent white to 35 per cent Negro. It is the only established American community with a large proportion of Negroes where white residency has increased without controls; the gain was 10 per cent in the past five years. Kenwood defies the experts who place the "tipping point" at one fifth of the population; for a decade its Negro home ownership has fluctuated between [illegible] and 45 per cent.

It is an exceptional neighborhood in [illegible]ood many ways, some of which help to account for its success with integration. In the first place, its inhabitants are relatively wealthy. Most of its Negroes are upper-income (several are millionaires) while its whites are mainly middle- and upper-middle-income professionals. Secondly, Kenwood is fortunate in its location. Because it is close to the University of Chicago, it attracts people—faculty members and others—who are anxious to live in and preserve the area, even if this means devoting an unusually large share of time and income to the upkeep old houses demand.

The community has gotten a boost, too, from a huge urban-renewal project in neighboring Hyde Park. If poor families had not been removed from Hyde Park, the half-mile or so between Kenwood and the University campus would probably have become a Negro slum and Kenwood would have found it all but impossible not to follow suit.

But when Kenwood residents had to face the block-busters, they had still another factor working in their favor: the neighborhood had been integrated for several years. Unlike areas which panic when Negroes enter, thereby inviting exploitation, Kenwood quietly accepted its first Negro family—the Gleasons. Dr. Maurice Gleason, who had been a wartime director of surgery at an Army hospital on the Burma Road, had a large gynecology practice; Mrs. Gleason, a University of Chicago Ph.D., was on the staff of the graduate school; their daughter was of preschool age. Any qualms about the new family soon subsided. The Gleasons settled down in a big Victorian house under five elm trees in 1948.

Over the next three years, eleven other Negro families followed, scattering widely over central Kenwood. Among them were Lloyd Hall, chemist, winner of two national awards; United Nations Delegate Edith Sampson, now a municipal judge; the late Roi Ottley, novelist; Earl Dickerson, insurance company president; and Jewel Rodgers,

attorney, who nominated Richard Nixon at the 1960 Republican convention.

Dr. Gleason had assessed Kenwood correctly as a place with enough equilibrium to judge character instead of color. The community got its impetus from the Chicago Fire of 1871. Losing their homes, some of Chicago's wealthy families trekked south to a sparsely settled marsh. After draining it and laying out broad avenues, rich meat-packers and plow makers built mansions in the current eclectic styles. Even after Chicago grew around it, Kenwood long held such families as Swift, Stuart, Spalding, Wilson, Rand, and Ward. Some of the country's best late-nineteenth-century residential architecture was built there—designs by Kenwood resident Louis Sullivan and by Frank Lloyd Wright. Many of these "Chicago School" residences look surprisingly modern—and, architecturally, they are. Men of newer fortunes—Rosenwald, Schaffner, and Block—continued to build fine houses in Kenwood on into the 1920s.

Gradually, the neighborhood became predominantly middle-class. Big servant staffs were gone, but wives did wonders with gadgets and part-time maids and gave quarter-sawed oak paneling and marble foyers loving care. The first Negro families took similar pride in their homes.

What Block-busting Means

But in 1951 Kenwood became alarmed, not because of its Negro residents, but because of what was happening in adjacent neighborhoods. It had started with the Negroes' desperate need for housing. Capitalizing on the tremendous population pressure from the ghetto, real-estate brokers were using block-buster tactics. They maneuvered Negro buyers onto white blocks, then fanned racial prejudice into fear and flight. "Do you want your children playing with Negroes?" homeowners were goaded; "do you want to be the only white family?" The profits lay in complete turnover. Whites who tried to stay and form an interracial community got "the treatment." Threatening phone calls shattered sleeping hours; rocks crashed through windows, paint splashed. When the last family was hounded out, the attack shifted to the next block.

After a block had thus "changed," housing violations came. Property owners profiteered by subdividing houses and apartments illegally. Luxury apartments were converted into "studios" by installing a Negro family and a hot plate in every room. Service broke down, and mounting garbage drew flies, rats, and stray dogs. Landlords got away with it because conditions in Chicago's "Black Belt" are so bad that almost any change is an improvement. The unhappy truth is that, for most of the Negro poor who came to Kenwood, the rooming houses were a step up.

Families with homes nearby, however, looked on in shock and considerable fright. Several put their houses up for sale. Soon a three-story mansion in the heart of Kenwood teemed with dozens of tenants. Six cars crowded the driveway; lights glowed from every window, including the basement. A third-floor ballroom was reported to be curtained off into family units, and roomers were sleeping in the attic, gaining access via a rope ladder.

Kenwood was outraged. Didn't the brokers know central Kenwood was zoned for single-family residences? Joining the Hyde Park–Kenwood Community Conference (organized by Quakers and Unitarian churches to solve problems created by racial changeover) homeowners rushed to bring violators before a city housing board. Volunteer sleuths copied car licenses, counted tenants, photographed trash and garbage, and amassed an airtight case of zoning violation—only to find that prosecution was hopelessly slow. Thousands of housing cases were backlogged in court and only a few were heard each week. It might take years. Meanwhile, two more houses went to speculators.

"For Sale" signs began sprouting like dandelions. Block-busters flocked in, captured more houses, and promptly filled them to capacity. Beds and stoves were moved in wholesale; a roomer repaired cars on the front lawn. Feeling that time was running out, family after family departed, convinced that the fighting was futile. "No community has ever stopped the block-busters. There's nothing to be done."

One newcomer, however, not knowing the size of the job, had started doing something. She was Mrs. Hubert Will, a bright-eyed, friendly woman, called "Nicky," who had taught kindergarten in Indiana before marrying a lawyer. The Wills had bought in Kenwood the previous fall when their fourth child was on the way, and afterwards the new baby kept her indoors. It was spring before she got out to explore the neighborhood. The first

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woman she introduced herself to told her that all the white people were moving out of Kenwood because it was "turning into a Negro slum."

Nicky turned the carriage homeward. She couldn't bear to look around. She had the kind of house she had always wanted for her family, and now they were going to lose it. But this is crazy, she thought angrily. There is a housing shortage in Chicago, and other families must need the same kind of house. Suddenly, it was clear that all she had to do was find those families.

She started by telephoning friends in her old neighborhood. "Are you house-hunting? . . . There are wonderful buys in Kenwood!" Well, did they know of anybody who was? The telephone dial clicked away, yielding new voices, new prospects. Between telephone sessions, she darted around Kenwood, ears set for real-estate gossip. When a house went up for sale, she learned its price, size, and talking points and tried to think of families for it.

Mrs. Will's Negro neighbors applauded her. They saw themselves being enveloped by the slums they had fled, and noted bitterly that the whites who criticize Negro living patterns still push them into congested, rat-infested ghettos where decent homes are impossible. Repeatedly, middle- and upper-income Negroes had sought to form high-standard Negro or interracial neighborhoods, only to be thwarted—and now it was happening again. Many real-estate brokers who are sticklers for protecting standard-of-living homogeneity where whites are concerned ignore the concept for Negroes, whom they lump in one class. After middle-class Negroes successfully "pioneer" a white neighborhood, agents deliberately introduce Negroes from a much lower economic level to frighten whites away. Negro professionals and businessmen are thus deprived of the kind of environments they want. As Alderman Leon Despres put it: "Chicago has said to Negroes, 'No matter how urbane you may be, no matter how educated, no matter how good your reputation or high your honor, you must stay in the ghetto'."

Families, Not Roomers

Nicky scored a sale—a two-story brick house bought by a printing executive. After that, owners invited her help in selling. She also persuaded restless neighbors to stay put. Two elderly widowers, who were threatening to leave, quieted down after she found a housekeeper for one and a family buyer for a house next-door to the other. She sold several more houses, including a big brownstone that a speculator was dickering for.

Then she got a jolt. A real-estate agent tipped her off that more than sixty houses were on the market, rather than the eleven she knew about. Owners were listing surreptitiously. Curiously, most block-buster sales were to domestic servants. While she was trying to interest a wealthy family in an elegant mansion, it was sold to a Negro chambermaid. Exasperated, Nicky looked up the agent, a suave young man, and urged him to sell to the family market. The next morning he telephoned. "You and I could work together," he said silkily. "Let me know when you hear a house is going on the market and I'll make it worth your while." Nicky hung up, furious. At that moment the doorbell rang. Another family selling, she thought hopelessly.

It was Eleanor Petersen—which only made Nicky feel worse. She had sold the Petersens their house. Eleanor and Carl, an advertising writer, had married on Guadalcanal, where Eleanor had been a Red Cross worker; they had three small sons. Nicky knew they had spent a lot on remodeling. She told Eleanor that she was sorry she had gotten them into a trap, that it looked as if the block-busters had taken over.

"Not yet," Eleanor said. Deciding to help Nicky, she suggested that, first, they find out what was wrong with the market. How could chambermaids buy expensive houses?

Eleanor sped about in her small English car, talking to realtors, homeowners, and recent buyers. The block-busters' financial strategy began to emerge. After scaring whites into selling at a loss, an agent shopped for a Negro dupe. Most Negroes couldn't afford Kenwood houses, and the well-off weren't buying because word had spread that the neighborhood was deteriorating. So block-busters lured home-hungry illiterates into "contract sales," telling them they could afford installment payments of several hundred dollars a month by filling houses with roomers. The "buyers" were obliged to rent every foot, leaving only garages and kitchens for themselves. Agents retained title and, if a payment was missed, repossessed the house and installed another dupe. In effect, the buyer was an unpaid slum manager for the block-buster. Instead of being profiteers, the rooming-house keepers were victims.

Nicky continued telephoning, while Eleanor rang doorbells, seeking recruits. She found fear, bewilderment, anger, stoicism—everything but hope. Nobody believed block-busters could be stopped, but thirteen women responded to Elea-

nor's plea, "At least, let's have a meeting and talk about it."

Eleanor told the women they could save Kenwood if they all pitched in and worked. She reported on Nicky Will's house sales, and explained what they had learned about block-busters. "We've got to wage a selling campaign as strong as theirs, but aimed at the family market." Why not promote the neighborhood by staging some event that would bring people to see Kenwood's attractions? Did anybody have a suggestion?

An open-air concert, a children's fair, a street dance, and a flower show were discussed and rejected. Then a lawyer's wife, Helen Fruchtman, pointed out that none of these ideas focused on homes. "Why not hold an open house tour of Kenwood's most attractive homes and gardens?" she suggested. Some of the group felt it would be risky to invite strangers into Kenwood houses, and later the Kenwood Redevelopment Corporation* also considered the idea "impractical."

But at the next meeting, proponents of Open House prevailed, eleven to four. The four nays got up and left. Eleanor fanned enthusiasm in the rest by encouraging each to assume responsibility for some phase of the project. Eventually, they hoped, the whole community would participate.

Recognizing that their fight was with the block-busters, not their victims, the women decided to survey the welfare of the low-income families in the area, offer whatever help was needed, and pay regular calls on distressed families. Finally, the group voted to call itself the Women's Real Estate Committee, naming Eleanor chairman.

Most Kenwood women were willing to help with Open House, Negro women included. Connie Williams, a Howard University graduate married to a doctor, recently explained: "We had more at stake in fighting neighborhood deterioration than did our white neighbors. When white people are forced out by slums, they have a choice of places to go. We don't. We can only keep moving just ahead of the slum—an awful prospect."

Wooing Buyers

Twelve homes—both white and Negro, none for sale—were selected for exhibit on a Sunday afternoon. They ranged from a remodeled coach house to a sixteen-room Georgian mansion. Tobie (Mrs. Irving) Harris, a radio writer married to a psychoanalyst, inspired some valuable publicity by visiting editors and broadcasting directors and wangling choice news spots and column mention.

Two o'clock of that October Sunday in 1954 found Kenwood under a cloudless sky, dressed up and waiting for company. Streets and sidewalks had been broom-swept, thanks to Madeline Hudson's clean-up committee. Under tawny trees, clipped lawns were smooth as rugs. Indoors, silver gleamed and woodwork shone. At tour headquarters in a church, about eight hundred people milled on the lawn. Hostesses moved through the crowd passing out a program-brochure about "our suburb in the city" which included a blank for name, address, and phone number. "If you're interested in Kenwood real estate, fill this out and return it to one of us."

Kenwood husbands, enlisted as drivers, talked up Kenwood en route. Smiling hostesses welcomed guests and started them on strolls through rooms and grounds with other Kenwood husbands as guides. At the seventy-five-year-old Victorian home of an investment counselor, visitors wandered under twelve-foot ceilings, inspecting Adam and Chippendale furniture and three-tiered Old World shutters. Later, they stepped into a Georgian mansion's elegant sunken living room. At the modernized coach house, guests were fascinated by a circular turnstile (for reversing carriages) under the rug.

Afterwards, groups returned to the church for refreshments. Hostesses mingled with guests, collecting the filled-in blanks. Those interested had a chance to discuss market opportunities at once, in the social room, where Nicky Will supervised a group of interviewers. "Do you like Kenwood? . . . What size house does your family need?"

Monday, the committee met to celebrate. Forty-seven guests had expressed interest in Kenwood real estate. The women divided the prospects among themselves. Nicky gave pointers on making telephone contacts; Madeline Hudson was to compile an annotated list of houses for sale; and a woman was assigned to each block to keep Madeline's list current. The group decided to ask local realtors to act as brokers for their sales. Their invitation had a double purpose: to encourage local agents to regain territory from block-busters, and to deter them from unethical practices themselves. Pressed by competition, several local brokers had made objectionable deals with speculators. The committee would forgive past sins and pass along sales if the agents would mend their ways.

Invited to a breakfast meeting to hear the pro-

* This was a group formed by Kenwood men who hoped to rehabilitate the neighborhood by adding new housing, but it never got off the ground.

posal, the realtors were unimpressed. They doubted that the Open House prospects were serious and they all believed Kenwood would become a slum. But in exchange for whatever business the women might drum up, they agreed to sell only to the white and Negro family market.

As the realtors predicted, the forty-seven prospects were not plums waiting for picking. Most had changed their minds. Several said they had heard Kenwood was "going all Negro"; others said their banks had advised against buying there.

Fourteen families were still interested, however. Soon several were discussing price. Hopes rose, then fell when a young family decided on a house, but failed to obtain financing. Then another buyer had the same trouble—couldn't get a mortgage.

Alarmed, Eleanor assigned women to investigate. To their distress, they discovered finance houses had blacklisted Kenwood. In Chicago, as throughout the country, areas in the grip of block-busters are stamped bad credit risks.

The committee canvassed Chicago for mortgage sources. One loan officer after another explained that they had to protect stockholders by vetoing risky loans. Finally, the women found one mortgage house willing to discuss financing with Kenwood home buyers. Wooing buyers on one side and mortgages on the other, the committee succeeded in turning five prospects into homeowners; the five were honored at a Newcomers' Tea.

No longer starry-eyed, the women realized they were in for a long siege. Kenwood now swarmed with glib-talking salesmen, and families were still fleeing. The committee began soliciting buyers among newcomers to Chicago. Supplying local colleges and industries with Kenwood house listings, they got in exchange information about new employees—who would, of course, need places to live. The search for mortgage opportunities went on, and Tobie Harris took on the continuing responsibility of supplying favorable Kenwood news and social items to the papers. Kenwood men helped by scouting out institutions which might purchase some of the larger houses. Through their efforts, several properties ultimately went to religious and educational organizations. Men also worked at keeping up the grounds around vacant houses.

Meanwhile, Kenwood members of the Hyde Park–Kenwood Community Conference bolstered the neighborhood through organized block efforts. Committees tried to keep streets and sidewalks clean, to improve police protection and garbage removal service, and to encourage maintenance of property. Block groups also helped prevent racial misunderstanding, and quelled false rumors by tracking them down. Kenwood attorneys Houston Harsha and Edward Rothman donated time to prosecute housing-violation cases for the conference.

By spring 1955, the committee had added seven more homeowners. Not enough. Several times as many houses had gone up for sale. Every block had one or more rooming houses and dozens of properties were sitting on a stagnant market. The odds were with the block-busters.

What would swing the balance their way? Finally, the committee fell back on Open House. In late May, with Ann (Mrs. Courtenay) Barber, a New Yorker who had married into an old Kenwood family, as chairman, "Kenwood's Second Annual Open House" brought seven hundred visitors. Tour homes showed off blossoming gardens, and one tour included Dr. Gleason's new house, low-slung and contemporary, which was getting a flurry of attention in magazines. The day yielded nine buyers. Thanks to the committee's efforts, all found financing. Newcomers included the family of Dr. Markus Barth, professor son of the Swiss theologian Dr. Karl Barth; the committee had persuaded a broker to fly to Iowa and talk with the Barths before they moved to Chicago.

Victory on Two Fronts

Looking back, the women could measure gains in their battle with the block-busters. But they could see another kind of progress too. At the October 1955 tea, Nicky Will became aware of how little they now thought about racial differences. "Working together on our common problem," she said recently, "solving something together that none could have solved alone, had given us a common bond. We were no longer Negroes and whites, but individuals, personalities. On New Year's Eve, last year, my husband and I gave a joint party with a Negro couple, the Ralph Metcalfes, and nobody thought it a bit unusual." Similarly, Connie Williams recalls that in the beginning Kenwood Negroes had lived among their white neighbors without really becoming part of the white community. Their social and religious life remained back in the ghetto. Only in working together on plans for Open House did Kenwood's white and Negro matrons learn each other's first names.

But block-busters had another trump card—money. They no longer pressed owners to sell at

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a loss. To regain ground, they were ready to pay highly inflated prices. It wasn't enough to find buyers and financing if the block-busters could outbid the family market. "If a seller was dickering with a block-buster," Eleanor told me, "we all but camped on his doorstep, begging him to sell to a family. Often money outtalked us." In this crisis the wealthier Negroes who had regained interest in Kenwood came to the rescue. No middle-income white buyer could afford to outbid block-busters, but a few well-to-do Negroes could.

Then help came in the form of housing enforcement. The Hyde Park–Kenwood Community Conference made a breakthrough by supplying their own inspection and legal teams. Soon the courts ordered a notorious rooming house known as "The Castle" closed with fifty violations, including collapsed ceilings, litter-blocked exits, rats, and vermin. Other prosecutions followed. The most troublesome rooming houses were closed on court order; others were permitted to remain open on condition that they comply with health and safety regulations and reduce occupancy. The Hyde Park–Kenwood Community Conference helped tenants of the closed buildings to find more desirable housing in the area. Real-estate brokers, who had agreed not to make deals with speculators, sold the former rooming houses to family buyers, who deconverted and restored them.

When Open House drew buyers a fourth and fifth year, Kenwood began to believe in its comeback. Then a newspaper publisher bought a home and gave it a hang-the-cost renovation job that set a trend; a flurry of remodeling swept through Kenwood, and several new homes were built. New and remodeled homes were shown at Open House to demonstrate that Kenwood was up-and-coming. From the five pampered guests at the first Newcomers' Tea, the number rose to nine, to fourteen, to twenty-five, hovering at that figure for several years, then tapering off for lack of sellers.

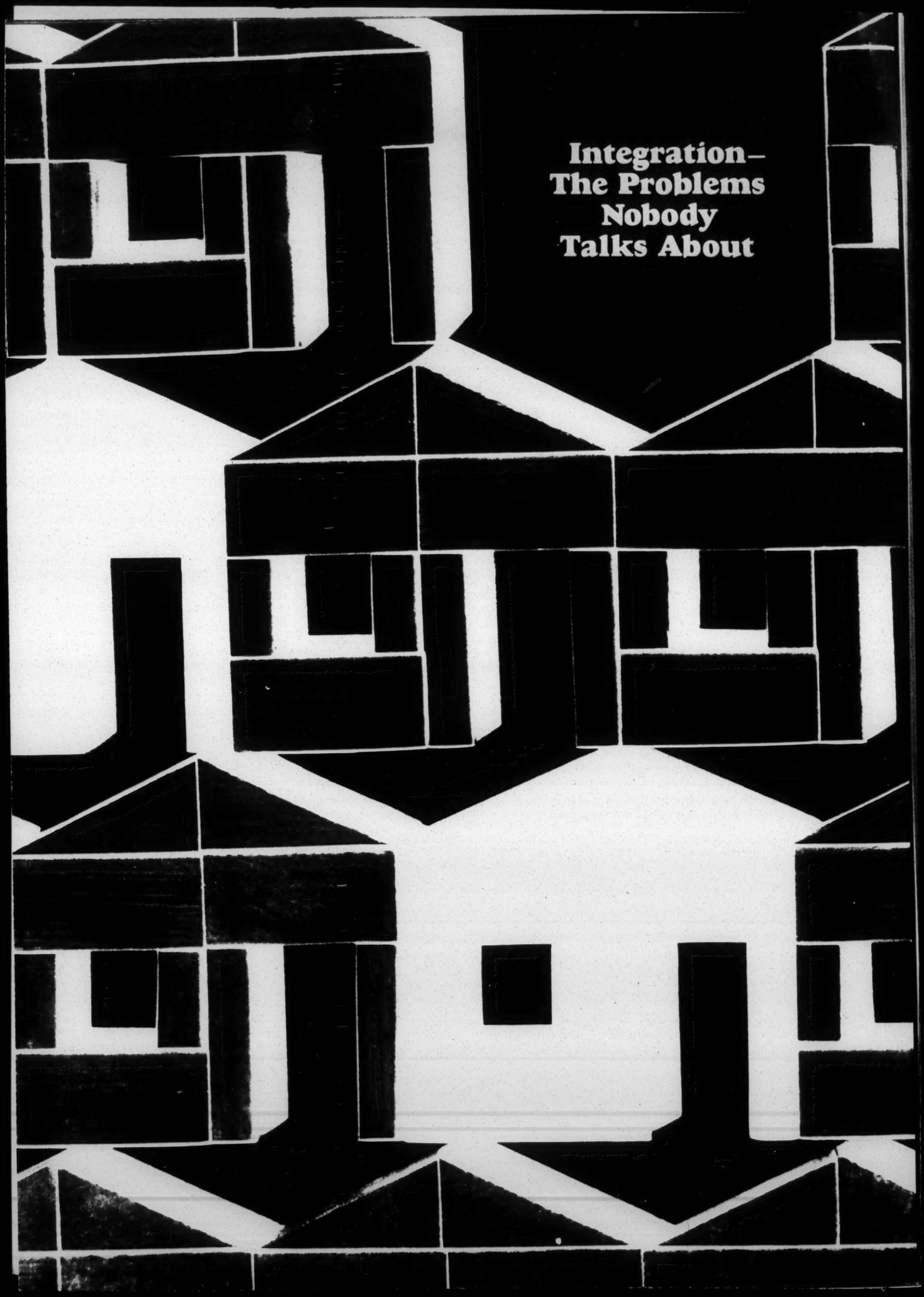
Today, property values are nearly twice what they were during the trouble years. Central Kenwood is the only Chicago neighborhood where the white and Negro home market is interchangeable. Connie Williams' near neighbors include a white family who bought from Negroes and a Negro family who bought from whites. During the past year, four houses have gone from Negro to white owners, bringing the present total to 164 white and 87 Negro families.

No longer needed to sell houses, the committee has found vital activity in another quarter. The close ties between white and Negro residents, the product of shared effort, showed signs of loosening as newcomers from segregated backgrounds moved in and there was no longer an urgent community problem to draw them together. As elsewhere, when whites and Negroes live in one community as equals, proximity tended to dissolve racial hostility and suspicion. But nothing more positive happened. The committee set about obtaining more genuine integration by sponsoring community-wide social events throughout the year—teas, parties, benefits, receptions, and an Open House Sponsors' Ball. Special effort is made to get newcomers to participate. Recently, at the home of a Negro doctor, an interracial crowd of 250 danced in a ballroom where turn-of-the-century debutantes once made their bows.

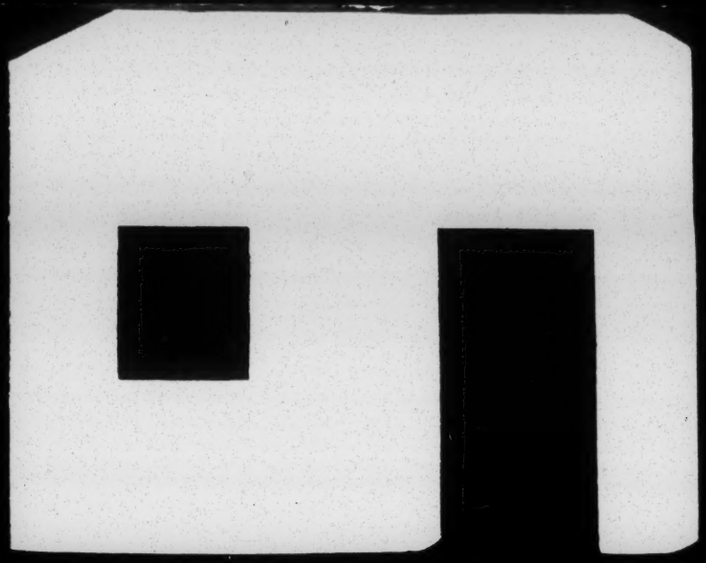
As for Open House, the committee has no thoughts of abandoning it. It has become a Chicago tradition, drawing larger crowds every year. The committee gets year-round requests to conduct private tours for organizations. Increasingly, Kenwood is one of the local sights Chicagoans take their visitors to see. A decade ago it was within a hairbreadth of becoming a transient slum; now it has the aura of a historic district, much as Georgetown has for Washington. In Chicago, where vast areas spoiled by block-buster exploitation are currently being bulldozed, Kenwood is eloquent testimony to the virtues of preserving variety within a city instead of accepting the sterile monotony of "projects" as the only solution to a pressing housing problem.

The committee realizes that it has made only a small contribution to easing Chicago's racial tensions. While Kenwood has given some upper-class Negroes surcease from continual moving, many other Negro Chicagoans, especially the poor, remain at the mercy of block-busters and speculators. And until the suburbs are open to Negroes, Chicago, whose Negro population is currently growing at the rate of 26,000 a year, will remain overcrowded. So far there is little reason for optimism. Of thirty-two Chicago suburbs surveyed by the Bureau of the Census three years ago, only four had more than a hundred nonwhites.

Much remains to be done. But Kenwood has clearly shown how block-busters can be stopped and how interracial living can be made to work. Because it is a suburban sort of neighborhood, yet one located in the center of a metropolis, Kenwood can perhaps be of help to both city and country communities trying to achieve similar residential blends of Negroes and whites—blends so solid that color is the last thing you notice. I hope it will.



Integration– The Problems Nobody Talks About



A frank report on what happens when Negroes and whites live together—even with the best of intentions and under the best conditions

BY RICHARD MARGOLIS

Joey Carter, three years old, stands at the edge of a neighbor's yard in Levittown, Pennsylvania, and watches the white children splash around in the big wading pool. Joey is wearing a bathing suit.

"Go home," a mother tells him. "You're too small to swim in the pool. You'll drown."

Joey ponders this. "Ruthie is in there," he says, "and I'm bigger than her."

"Go home," says the mother. "*Please*, go home."

In Marynook, a suburbanlike neighborhood on Chicago's South Side, a Negro man guides a power mower across his front lawn. A little boy from across the street skips over and starts a conversation.

"You new here?" the boy asks.

"That's right."

"We're moving," the boy says.

The man switches off the motor. "How come?" he asks.

"'Cause you're here."

In a suburb of New York a mother stands at her kitchen window and watches Billy, her four-year-old son, approach the new neighbors' boy. The new neighbors are the first Negro family to move into the area.

Should I call him back? she silently wonders. Should I forbid him to play with colored? She watches the children play around the puddly ditch that separates the two yards. They place an old wooden plank over the ditch and march across it, back and forth, back and forth.

Later Billy says to his mother, "I made a new friend."

"Did you? And is he nice?"

"Yeah," says Billy. "We built a bridge."

This is a report on bridges and barriers—the old racial barriers that surround our neighborhoods and the new, often shaky bridges with which many Americans are now seeking to span the gap.

The gap is wide and deep. Robert C. Weaver, administrator of the U.S. Housing and Home Finance Agency, has branded residential segregation the "most stubborn and universal of the Negro's disadvantages." Another government official has defined the typical American neighborhood as an "unassailable white fortress." (*Continued on page 137*)

a little more candor. We discovered that our daughter, uncommitted to any school of psychiatry, wasn't going to fit into any of our formulas; she was an unpredictable, mysterious, unknown quantity; she was herself. The whole thing came in a steady and continuing flow of shocks to our professional egos. In our work we began to look with a jaundiced eye on the too-easy, pat explanations of human behavior. Clinical diagnoses failed to describe satisfactorily the marvelous quirks and fascinating peculiarities in people. It disturbed us mightily, but we began to admit to each other that diagnostic test reports all sounded alike and everybody went through an oral phase and an anal phase and an oedipal phase, but people who had the same labels were so markedly different—there just had to be more to the picture. We also began to observe that insight into their own unconscious problems wasn't curing those patients receiving psychotherapy of all their problems.

Gradually our tools for understanding and solving human problems began to appear less magical and all-powerful. Humility set in; in fact, a new humility is abroad in the land. We are beginning to realize that it was a violation of the human spirit to treat it like a machine. No single theory or group of theories, none of the labels we created, however valid they may have been in part, ever captured the essence of man. A diagnosis doesn't create a person or explain poetry or idealism or love. We are beginning to have a healthy respect for the unknown mysteries, the strange and special and still-little-understood human soul.

If we can accept and understand where we lost our way, we can begin to move again without that sense of having been betrayed, without cynicism and a sense of having failed. For we certainly did not fail at all. The new insights have contributed enormously in helping people to understand themselves and each other, to communicate, to express their needs, to release themselves from the paralyzing effects of serious emotional crippling. Our error lay only in expecting too much and in assuming that we could define and create the healthy personality, whereas this involves a range, a variety, a breadth of possibilities, before which we must still stand in awe and wonder.

In all my contacts with parents, my most intense and consistent impression has been that parents, like any people, are more often quite wonderful than not; that a very large number have worked gallantly to understand new ideas and to make use of new insights. Confusion has been coupled with courage; despite anxiety and uncertainty I have seen parents struggle tenaciously to learn, to adapt, to experiment. Because some of us demanded too much, we have felt disappointed and let down. Despite this, we really are making many wonderful and important gains, and we shouldn't be so discouraged. My hope is that we can regain a sense of perspective and, without rejecting new ideas, re-evaluate the use we make of our knowledge so that it may become more truly and individually ours. Rapid change has tended to make us feel uneasy, alienated from what is basic, true, instinctual, in ourselves. It seems to me that this need not continue. We need to find out what interferes most with the enjoyment of parenthood today, and what can be done about it.

My husband and I have had an opportunity to live with and become close friends of a French family living in a small town in the north of France. During one of our visits there I tried to explain to the mother what it was that I did in America, what my job was. Despite my fractured French she seemed to understand very well; in America there were people who studied all about children and then gave parents advice about raising them. She shrugged unhappily and said, "I am afraid we have nothing like that here. All we can do is raise them by the heart."

It seems to me that it should be possible to use new information, to go on learning, to use knowledge in such a way that, instead of paralyzing us, it would free us to be more natural, to be more deeply and truly ourselves, to open ourselves to life and to live by the heart as well. THE END

INTEGRATION
Continued from page 69

Yet there are signs in many communities that the old barriers are starting to give way, and that neither white neighborhoods nor white sentiments are as unassailable as they once appeared. Housing experts cite three specific trends toward integration.

(1) *"Stay-put" neighborhoods:* Many residents of all-white neighborhoods situated on the edge of Negro sections are choosing *not* to run when Negro families start to filter in. Instead, they quickly form organizations to prevent panic selling in the neighborhood and to thwart real-estate firms bent on triggering a hasty evacuation of white homeowners. A wit has suggested that such neighborhoods should adopt "We Shall Not Be Moved" as their campaign song.

(2) *Fair-housing groups:* About 550 citizens' fair-housing groups have organized throughout the nation, most of them in the suburbs. More are forming every week (five years ago there were only 18), and all have embarked upon programs to open their communities to Negro families.

(3) *"No fuss" integration:* Hundreds of previously all white suburbs have already been "integrated"—that is, they have accepted at least one Negro family as their neighbor; and they have done so, as a rule, without fuss or fanfare.

Does integration work? Can Negro and white families learn to live side by side without violence, without panic and without embarrassment? What happens in neighborhoods where they come together? How much integration can we realistically expect in our communities over the next few years? And if it occurs, how will it change our lives and the lives of our children?

The search for answers will take us to a variety of neighborhoods, and will introduce us to many people who are themselves searching for answers. These include the families, Negro and white, who face the issue every day—in their own community and on their own block.

It is hard to integrate; it is harder still to integrate gracefully. The two races have lived apart for so long that now when they do come together they tend to grow stiff and awkward. The right word, the easy gesture, eludes them. As a rule the Negroes are hesitant, reserved, afraid of being hurt; the whites are either coldly hostile or extravagantly friendly.

The first Negro family to move to Skokie, Illinois, needed around-the-clock police protection from angry neighbors. The second Negro family, a year later, was welcomed with smiles, presents and a virtual epidemic of neighborhood Kaffeeklatsches.

In Jefferson Valley Estates, Yorktown Heights, New York, white residents at first carefully shunned a new Negro family, but later surprised themselves by electing the husband vice-president of their neighborhood association.

Negroes are sometimes amused by this tendency among whites to blow either very cold or very hot—especially by the latter. "We're very much in demand around here," says Henry Ford, of Levittown, Pennsylvania. "We integrate a lot of parties." Ford, a high-school teacher and a former linebacker for the Pittsburgh Steelers, has observed that some of his white acquaintances like to invite him "just to have a Negro there." And like many other Negroes he has noted the white person's compulsion, when talking with a Negro, to bring up the subject of civil rights. "Someday," he says wistfully, "I'd like to have a nice, normal, nonracial conversation—about golf, or something like that."

But the compulsion cuts both ways, as Ford readily admits. "Once," he remembers, "I went to a party where nobody talked about the race issue. I kept waiting and waiting but it was never mentioned. So guess what happened. *I* brought it up."

It is one of the more exasperating features of neighborhood integration that all concerned, white and black alike, seem perpetually aware that they are practicing it. The result, probably unavoidable, is one awkward situation after another. "Look," said the Rev. James Upshaw, pastor of Christ Presbyterian Church in Terra Linda, California, to a Negro parishioner, "I'm prejudiced. When a Negro walks into the room, I see him first as a Negro. That's the way I was taught to think; but I'm doing everything I can to change it."

The white reflex of seeing the Negro before seeing the man—that is, of thinking, Joe is a Negro, rather than simply, Joe is my neighbor—is difficult to change in practice no matter how different one's

principles may be. Mr. Upshaw comes from Georgia, where he learned to think of Negroes as a race apart. "If I had gone swimming with a Negro down there," he says, "people would have expected to find a black mark where our bodies touched." Now, of course, he does swim with Negroes—in Terra Linda's community pool.

In Riverside Terrace, a neighborhood in Houston, Texas, Mrs. A. C. Ingersoll III faced a typical predicament. Riverside Terrace is one of those "stay-put" neighborhoods, where many Negro families have moved in and many white families have chosen not to move out. Mrs. Ingersoll and her husband are leaders in the neighborhood's struggle to stay racially integrated, but her discarded prejudices occasionally come back to haunt her. "I believe in integration," she says, "but I was not entirely comfortable with it. Seeing my children playing with Negro children was quite hard at first."

Mrs. Ingersoll was raised in St. Louis, and her world was a white world. Negroes seemed exotic. "I'll never forget the time our colored maid cut herself," she says. "Her blood was red—like mine!"

In integrated neighborhoods the road to misunderstanding is paved with good intentions. There is the story of the white woman in a New York City suburb who called on her new Negro neighbor bearing a gift of freshly baked brownies. "Oh, dear," she stammered as she presented the brownies, "I hope you won't take these personally!" Her neighbor didn't.

Stereotyped images of Negroes serve to compound the difficulties. The common white notion, for example, that all Negroes are poor can lead to some absurd situations. In a Chicago suburb a white woman driving by the home of a Negro family who had recently moved into the area noticed that the lady of the house, who was cleaning up the yard, was wearing a pair of old blue jeans. The white woman promptly went home and sent her a box of old clothes. The Negro woman was amused; her husband, an engineer, earns more than enough to provide her with a stylish wardrobe.

In a wealthy neighborhood in Great Neck, New York, a white woman invited her new Negro neighbor to tea. She arrived, and was admitted by the hostess' little girl. "Mommy," the little girl shouted, "I think the new maid is here."

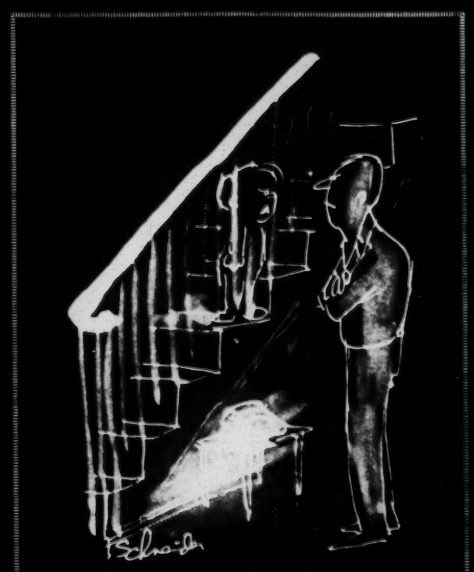
Sometimes a white neighbor's unconscious prejudices will emerge in the form of an apparent compliment. "They're always telling me what a clean house I have and how neat my kids look," complains a Negro housewife living in a predominantly white neighborhood. "What they really mean is, 'You're not dirty like other Negroes. You're different.'" Understandably enough, Negroes resent this sort of flattery. Yet many feel it necessary to bend over backward—to keep their houses spotless and their children faultlessly dressed—just to avoid possible criticism from white neighbors.

"It's easy to tell which houses are occupied by Negroes," remarked a white resident of Concord Park, an integrated development near Philadelphia. "They're the ones with the nicest-looking yards."

The Negro may sense that some white neighbors not only are reluctant to let go of their prejudices ("After all," notes a Negro housewife, "they've cherished them for years!") but also are, in fact, eager to pounce on any bit of evidence that seems to confirm them. In one neighborhood in Chicago, Mr. and Mrs. Robert Smith and their three small children are the only Negro residents. (Their name is not Smith—the pseudonym is used to spare them further difficulty in an already troubled situation.) "My neighbors will not speak to me," Mrs. Smith says, "but they will not ignore me either. We are watched constantly."

When the Smiths have company, women gather in little groups in front of the house. They eye the guests' cars and sometimes even take down license numbers. "I guess they're afraid we're going to turn this place into a rooming house, or something," Mrs. Smith says. "When I go past my kitchen window sometimes, there's my neighbor staring out at me through her kitchen window. Frankly, I'm a little tired of living in a fish bowl."

Edgy white residents have a tendency to leap to unwholesome conclusions about their Negro neighbors. In Los Angeles a white woman kept a close watch on the comings and goings of a Negro family that had recently moved into the house behind hers. After a few weeks of observation she reported to a visitor, "Well, they don't hang their wash out on the line, they don't have much company and they don't seem to touch liquor. But the man hasn't been home in three days. He's probably run off somewhere." The man was away on business.



"If there's one thing I can't stand, it's a pushy parent!"

REDBOOK

Sometimes in social situations one finds subtle forms of bigotry parading as banter. This was doubtless the case at a recent women's luncheon in Houston, where amid the bright and easy chatter the conversation turned to the subject of family ancestry. One of the guests described her own impeccable Southern lineage, then turned with a saccharine smile to the only Negro woman present. "And what are *your* origins, dear?"

The Negro woman smiled back just as sweetly. "I," she said, "am the product of back-yard shenanigans in the slave South."

Expressions of pure malice by whites are usually easier for Negroes to handle than unintentional affronts. When a white neighbor in Chicago told Mrs. Smith, "We won't throw rocks through your window, but we won't invite you over for coffee either," Mrs. Smith was able to retort that it mattered not a whit to her one way or the other. The situation was unpleasant but at least it was clear-cut.

But it is harder to deal with the awkward situation that can develop when malice is not involved. This was the case recently when the Fords were invited to dinner at the home of a white couple in Levittown. From their chairs in the dining room the Fords could see, tacked to the kitchen wall, a decorative display of Aunt Jemima posters.

When, much later, the host and hostess of that evening discovered that the Fords had been offended by the posters, they were genuinely surprised. They had certainly not intended to insult their guests, yet that is precisely what they had done, because Aunt Jemima brings to mind a familiar stereotype—that of the chuckling, carefree "mammy"—and many Negroes find this image offensive. In an integrated neighborhood, it appears, one must clear both one's mind *and* one's walls of comfortable stereotypes.

Negroes themselves concede that they may be unusually sensitive about such matters and too ready to assume the worst, sometimes seeing evidence of rejection where none exists. For example, in one section of Terra Linda, which has been integrated for nearly ten years, some of the new Negro families became upset because no one on the block came over to welcome them. The Negroes did not understand that in that particular corner of Terra Linda, residents don't go out of their way to welcome anybody. "We build our fences very high here," notes one of the residents. "We like our privacy." Thus what the new Negro families took for discrimination was just the opposite: they were being treated like everybody else—that is, ignored.

Conversely, when Negro families are welcomed by the neighbors, they are sometimes unwilling or unable to respond in kind. In Houston's Riverside Terrace, several white housewives have complained that their Negro neighbors are "standoffish." As one woman puts it, "You have them over for coffee and to parties and things like that, but they never invite you back. I suppose it's because they feel self-conscious with us, but it kind of hurts."

A Negro housewife who has lived in Terra Linda for several years notes that she was "shy" at first about inviting neighbors to her house. "I do much more entertaining now than I did before," she says. "I guess I feel more secure now about the whole situation."

As a rule, the neighborhoods that have been integrated the longest are the ones least conscious of being integrated at all, and Terra Linda's community of Eichler homes is a case in point. Located across the bay from San Francisco, Terra Linda has about 11,000 families, most of whom live in all-white sections. But the section developed by Joseph Eichler and his son Edward (about 2,500 homes) has

been open to people of all races from the beginning.

Eichler Homes, Inc., is the country's largest builder of suburban houses in the $20,000-$25,000 price range. In 1955 the corporation sold one of its new houses in Terra Linda to Dr. Granville Cogg, a Negro. Immediately, before he and his family had a chance to move in, some of the residents organized a protest group. In an interview conducted by the Fund for the Republic, an organization that studies the problems of democracy, Edward Eichler recalls his meeting with the protest group:

"The ringleader was a definite psychopath. He threatened me physically and with all sorts of other actions. One of his threats was that he would put in front of his house . . . a big sign that would read: 'Eichler Homes Sells to Negroes.' . . . The second ringleader was an Army officer . . . and I was somewhat more direct with him on the grounds that he was a military officer. I told him he should not participate in such an activity no matter what his views were. I suspect that some people in the group got out after this conversation, but some of the talk kept up and was frightening more and more people who otherwise would not have been aroused."

A second meeting was held "and my father spoke to them this time. . . . My father told them, in substance, that he was damned if they were going to tell him what to do. He put it on a very personal basis: He had a bigger investment than they did; it was his property and his decision. . . . He offered to buy their houses back. He made this offer very specifically to the ringleaders. They immediately refused, saying that their houses were worth much more money than when they had bought them."

The moment the Coggs moved in, according to Edward Eichler, all protest ceased, "and it was the last word we ever heard." Since then some 25 Negro families and a number of Chinese and Japanese families have bought homes there without incident. Property values during this period have soared, and residents moving out in the normal turnover usual in any community are able to sell their houses quickly and profitably.

Several of the members of the original protest group over the subsequent years have changed their minds about integration: they are for it. "I was very much against the Coggs at first," one of them admits. "But I don't even think of them as Negroes any more—just people."

Nowadays no one in the neighborhood talks much about integration: it is a fact of life and no longer an issue. "We are reaching the point," observes a Terra Linda housewife, "where race makes no difference. We don't think of our neighbors as Negroes or whites, but simply as neighbors." This may be an exaggeration, but only a slight one. One group in particular takes integration very much for granted—the children. And this is true not only in Terra Linda but in all neighborhoods where it has been successful.

"The integrated neighborhood," says Dr. Benjamin M. Spock, "is the ideal place to bring up children. People who are most prejudiced are those who have, in

(Continued on page 143)

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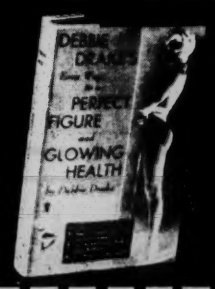

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(Continued from page 139)

general, *least* contact with the group they are prejudiced against."

As a rule, white children living in integrated neighborhoods accept Negro friends without question. Unlike their parents, they do not see race as an issue. A mother in Terra Linda notes that "my kids don't differentiate at all. When they invite friends to their birthday party, they don't tell me which friends are white and which friends are Negro—and I never ask. I have to wait till the day of the party to find out."

"It's kind of an odd experience," says another white mother in Terra Linda, "to have to explain the world to your children in reverse. They're just amazed that there are some places in the world where Negroes are not accepted."

Penn Moss, the curriculum coordinator of Dixie School District, which includes Terra Linda, points out that "in most towns, when the first Negro family moves into a white neighborhood, it's an *event*, and the children are bound to react to it. But here the children are used to Negro neighbors—they've been here from the start. That makes a big difference."

Moss says the presence of Negro children in the schools sometimes helps a teacher drive home a lesson. In a third-grade social studies class, for example, the teacher was attempting to explain that the word "native" referred merely to one's place of birth. "What is a native?" she asked. Various children answered that a native was "colored," "a savage" and "an African."

"But Johnny is colored," the teacher said, referring to one of her pupils, "and he's an American." The class eventually decided that they were all "natives" of America.

Because in all towns the integrated neighborhood is an exception to the established pattern, the children who live in it are likely to encounter problems when they enter the larger community. Friendships between Negro and white children, never questioned in the neighborhood, may be mocked and challenged by white schoolmates from outside the neighborhood.

In Terra Linda, Steve and Jim, both 12 years old, are inseparable friends. But because Jim is a Negro, Steve finds when they venture outside the neighborhood that he must frequently play the role of protector. "He tells the other boys to stop razzing Jim," Steve's mother explains, "and he keeps them from throwing Jim off his bike."

Sometimes Steve's white friends ask him, "How come your best friend is a nigger?" Steve doesn't know what to answer—but he has not abandoned his friend.

Jim has set foot in Steve's house only once. Each time he is invited in he explains that "my mother won't allow it." Once, though, Steve fell out of a tree and was knocked unconscious. Jim silently carried him into the house and sat by his bedside until the ambulance came to take Steve to the hospital.

Occasionally the pressures of prejudice may become too much for a white child, even if he knows better. He may find it easier to give in. At a cub scout

meeting in Terra Linda one afternoon. Frank, a Negro boy, was being teased unmercifully. "Go home and wash," they told him. "You're so black you'll never get the dirt off." To his own surprise, one of Frank's neighborhood chums found himself joining in. "I don't know why I did it," he told his mother later. "It's just that everybody was doing it."

In neighborhoods where Negro families are present but not welcome, the children of both races may become unwitting centers of conflict. For three-year-old Joey, who lives in a suburb of Philadelphia where most whites are friendly but some are not, "integration" means being called "nigger" and being beaten up by some white children on the block. His father stands at the window and watches Joey being pummeled. "Joey," he calls, "take care of yourself." And Joey does the best he can.

In Chicago the Smiths' three children —aged two, three and five—spend their days playing with one another. The white children on the block are not permitted to play with them. "That's the most awful part of the whole thing," Mrs. Smith says. "My children need playmates."

Once Mrs. Smith took her children for a walk. Passing a neighbor's house, she asked the neighbor's little girl if she'd like to come along. The little girl said she would, but she would have to go inside and get her mother's permission. She did not come out again.

When white parents are asked why they won't let their children play with Negro children, they frequently bring up the subject of intermarriage. "I don't want my daughter getting used to the idea of associating with Negro boys," says a white mother whose daughter is eight. "I know segregation is wrong—but so is intermarriage."

"It's the one thing I just can't stomach," says a white father who has worked hard for integration in his community "—the thought of my son marrying a Negro girl." Most Negro parents seem to feel the same way. "I wouldn't feel comfortable" and "I don't think society is ready for it" are frequent Negro comments about intermarriage.

In the typical integrated neighborhood, where Negroes comprise a tiny percentage of the over-all population, Negro teen-agers feel the full force of the intermarriage prohibition. They find themselves in a world where color makes a difference: it is a white world, and much of it is off limits.

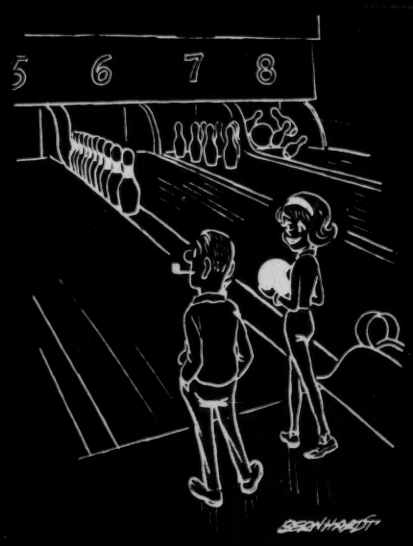
The teen-aged Negro girl, faced with a shortage of Negro boys, is automatically excluded from dances and parties that require an escort. And she may find her old childhood girl friends drifting away from her—not because they are prejudiced but because they are part of a social circle from which she is barred: no date, no circle. The result can be a painfully lonely adolescence.

In two cases encountered by this reporter, the teen-ager persuaded her parents to move out of their integrated neighborhood and back to an all-Negro neighborhood—so she could attend a school with a larger enrollment of Negro boys.

Occasionally a Negro girl does get asked for a date by a white teen-ager, but her parents may not approve of interracial dating or it may not be the sort of invitation she cares to accept. A young Negro woman recalls such an incident. "When I was a senior in high school a very handsome football hero, who was white, called me up and asked me to meet him at the movies. I told him I'd go out with him but he'd have to call for me at my house and meet my parents. Well, he wouldn't do it. He couldn't believe that a Negro girl would be that respectable."

Negro teen-aged boys living in integrated neighborhoods are no better off than the girls. They too face a shortage of eligible dating prospects. "It's all right to dance with a white girl," observes a Negro teen-ager in Terra Linda, "but I don't think I'd date one. Some of the parents might object—and some of the guys too."

In general, then, neighborhoods that have only a few Negro families living there create special problems for Negro children and teen-agers; and these problems tend to be more vexatious if the neighborhood is in the middle of an all-white community.



"You bowl your way and I'll bowl my way."

REDBOOK

There is, however, another type of integrated neighborhood—the type situated on the edge of an all-Negro section. In such neighborhoods, as we shall see, the difficulty is not too few Negro families but the fear of too many.

For some 50 years white families have been steadily moving out of their old, established neighborhoods as Negro families have moved in. In most places today the process continues without pause and without much thought. Each week in Chicago, to cite a typical instance, two and a half additional blocks become all-Negro as white families demonstrate the well-worn reflex of fleeing to newer, "safer" neighborhoods. The result, of course, is more segregation. Over the past two decades, according to U.S. census figures, the proportion of Negroes to whites in nearly all major cities has sharply increased—and so has the proportion of whites to Negroes in nearly all suburbs.

But in some communities, of late, white families have found the strength to stay put. Their decision may stem not so much from a commitment to integration as from a loyalty to their neighborhoods: they like it where they are. But the upshot is integration—a frail and wavering kind of integration that demands constant tending by the neighbors.

"Stay-put" neighborhoods can be found in all parts of the nation. They include, to name just a few: Marynook, in Chicago; Leimert Park, in Los Angeles; Glenwood Lake, in New Rochelle, New York; Mapleton Fall Creek, in Indianapolis; and Riverside Terrace, in Houston. Riverside Terrace provides a striking example of the problems such neighborhoods face.

It is a gracious, tree-shaded neighborhood situated just to the south of a wide drainage canal known as Bray's Bayou. On the other side of Bray's Bayou there is a sizable community of middle-income Negro families.

About a year ago a few Negro families crossed the bayou and bought homes in Riverside Terrace. This was expected. For years local real-estate firms had "written off" Riverside Terrace, on the assumption that it would ultimately become a Negro neighborhood. Nearby areas had already undergone similar change. "Some of these neighborhoods," observed a Houston realtor, "were cleaned out in less than two weeks. Why, for a while there you couldn't even drive your car down the streets. They were jammed with moving vans."

At first it seemed as if Riverside Terrace's 1,000 families would follow the old pattern of evacuation. Hundreds of "For Sale" signs appeared overnight and property values began to slip badly. But some of the residents were not willing to move, at least not without a fight. They quickly formed an organization and launched an all-out campaign to quell the exodus. A letter was sent to every white resident, urging him not to panic and not to move. The group staged a series of neighborhood meetings, at which residents had a chance to ask questions and debate the pros and cons of staying put.

The campaign proved very effective. Residents began to have second thoughts about moving; many of the "For Sale" signs came down, and in their place were put up new signs which proclaimed: "THIS IS OUR HOME. IT IS NOT FOR SALE." A recent count around the neighborhood showed 225 "Not for Sale" signs as against 65 "For Sale" signs.

"The situation," says A. C. Ingersoll III, president of the group, "has definitely stabilized. Negro families now comprise about twenty per cent of the whole neighborhood, which is about the proportion of Negroes to whites in all of Houston."

Maintaining a reasonable ratio is now the neighborhood's major challenge. It will not be easy. White families are still moving out—though many of them now make their exits under cloak of night —and "block-busting" real-estate firms,

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both Negro and white, are still doing all they can to encourage a mass white evacuation. Like other block-busting companies all over the country, they have a firm commercial purpose in view. Frightened whites will sell their homes as quickly as possible at low prices and Negroes desperate for homes in decent neighborhoods will buy the same houses at high prices. The real-estate companies handling the deals make a tidy profit.

One real-estate firm circularized white residents in Riverside Terrace with a message that began, "Don't panic—the move is on. Your neighborhood is changing slowly but surely." The purpose, of course, was to speed up the process. Another block-busting practice is to organize a caravan of cars, fill them with Negroes and slowly drive through the neighborhood—with the Negro passengers staring at the homes as if they were all prospective buyers.

The Riverside Terrace "stay-put" group can claim at least one major victory over the real-estate firms. For a long time the Houston daily newspapers, while giving the neighborhood's stand for integration an editorial pat on the back, had nevertheless continued to place for-sale offerings of Riverside Terrace homes under a "Colored Property" classification in the want-ad section (despite the fact that Negroes made up only about a fifth of the population and that 11 white families had recently bought homes in the neighborhood). But after several meetings between neighborhood residents and newspaper executives, and many protest letters, the newspapers began listing Riverside Terrace homes in the regular for-sale columns.

The new white families in Riverside Terrace were persuaded to move there by the neighborhood association's vigorous promotion campaign. The group has mailed out thousands of letters to prospective homeowners, describing the charms of Riverside Terrace.

"If we left it to the realtors," says Frances Rich, whose husband is a professor of physics at the University of Houston, "we'd never get anybody here. They take all their clients straight to the 'prestige' areas of town in southwest Houston; they don't even mention Riverside Terrace." Mrs. Rich and Mrs. Ingersoll have been devoting much time to guiding prospective buyers around the neighborhood. Both are studying for licenses as real-estate agents.

"We were impressed by the enthusiasm of the people here," says an Air Force colonel who recently moved into the area. "We felt if all these folks were willing to work so hard for their neighborhood, it must be a pretty nice place to live."

The Rev. Jack Woodard, an Episcopal minister, purposely moved in after the area was integrated. "The time is coming," he says, "when the two races must live together. I want my children to experience this." He calls the neighborhood's fight for stability "Operation Reality."

The campaign for racial balance has angered some people of both races. Ingersoll, who supported Barry Goldwater in the last election and who considers him-

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self a "real conservative," was dismayed to find that some of his friends would no longer speak to him. "A number of my friends have written me out of the white race," he says.

Sometimes he and his wife Katie get phone calls in the middle of the night. The voice on the other end wants to know, "How does it feel to be a nigger-lover?"

On the other hand, some of the Negroes who have moved to Riverside Terrace fear the campaign for racial balance is really a pretext for racial discrimination. "How can they say they're for integration," asks a Negro resident, "when they're doing their best to discourage Negroes from buying homes here?" But a majority of the Negroes there understand the campaign's purpose and fully endorse it. "Frankly," a Negro housewife comments, "we expected the white people to move out. They always do. We're glad they didn't this time."

How long must Riverside Terrace continue to fight the battle for reasonable racial stability? If other similarly embattled neighborhoods around the country give any indication, Riverside Terrace's fight is far from won. The danger in all these neighborhoods is that despite a genuine desire on the part of white residents to keep them integrated, they ultimately will turn into Negro ghettos. And the reason lies not with the integrated neighborhood but with the surrounding white community, which continues to bar Negroes. With so few possibilities available, the Negro family naturally gravitates toward the neighborhood that has already been integrated.

Similarly, the Negro is more likely than his white neighbor to stay in an integrated area once he has moved there. He has little choice. Gradually, then, as white families move out for normal reasons having nothing to do with racial discrimination, the neighborhood tends to fill up with Negro families.

In Glenwood Lake, for instance, an integrated neighborhood in New Rochelle, New York, the struggle for stability has been going on for several years and the end is nowhere in sight. Four years ago 17 of the neighborhood's 177 houses were owned by Negroes, 160 by whites. Today Negro home ownership has increased to 60 houses—from about one tenth to about one third of the total. The change in proportion has been even more striking in Concord Park, a 139-home development in Philadelphia. Concord Park was built in 1953 by Morris Milgram, who pioneered in the building of housing open to all races. At that time 65 per cent of the residents were white and 35 per cent Negro. Today only 35 per cent of the families are white and 65 per cent are Negro, reversing the ratio.

It will be difficult for integrated neighborhoods located near Negro sections to *stay* integrated until other neighborhoods follow suit. This is beginning to happen in some towns—thanks, in part, to state and local fair-housing laws—but the process seems too slow to be of immediate help to "stay-put" neighborhoods.

Whatever the fate of neighborhoods like Riverside Terrace, they have dramatized the absurdity of panic, and they have developed some imaginative alternatives. "Any community that undergoes rapid racial change," declares Mrs. Daniel Bloom, chairman of the housing committee of the Glenwood Lake Neighborhood Association in New Rochelle, "is an unorganized community." She advises such neighborhoods to "organize instantly. Don't wait for panic. Panic is no longer an inevitable response to the presence of Negro families in one's neighborhood."

She might have added, with Thoreau, that "It is a characteristic of wisdom not to do desperate things."

Neighborhoods like Glenwood Lake, which continue to attract Negro families despite the threat these families pose to integration, suggest an interesting conclusion: that, generally speaking, what Negroes want is *better* housing and not necessarily *integrated* housing. There are, in fact, a number of all-Negro middle-class communities scattered throughout the country that do offer better housing to Negroes. But even assuming that such communities were socially desirable, they are plainly inadequate to meet the rising demand by Negroes for better homes.

Estimates made by the Advance Mortgage Corporation, a national lending institution, indicate that nearly 1 million Negro families will be in the market for a house during the 1960s. Many of these families will either buy homes in white neighborhoods or not buy at all. That is where nearly all the better housing is located, and that is where Negroes will have to go if they want it.

The evidence shows that they do want it. For example, in a Philadelphia study conducted by William Moyer, of the American Friends Service Committee, middle-income Negro families were asked what type of housing they wanted. Here is a typical reply: "We want a spacious ranch-style house with three bedrooms, a garage and a yard in a nice quiet neighborhood with people of similar interests."

Another interviewee declared, "I'm tired of hearing people say we want to move near whites. We don't want to move near whites; we just want what they've got—good housing."

Most Negroes are reluctant to move to white neighborhoods. Every family interviewed, says Moyer, "volunteered the information that they were not pioneers." They did not want to buy homes outside Negro neighborhoods, he concludes, "because of fear."

Sheldon T. Mays, a Negro real-estate man in Los Angeles and an officer in the local Urban League, confirms Moyer's findings. "Negroes," he says, "are afraid they'll catch hell in white suburbs. They want to be convinced that they are welcome and that they are not going to be treated like trash."

Stories of white violence in retaliation for Negro move-ins spread quickly through a Negro community—much more quickly than do stories of white acceptance of Negro families. Thus many Chicago Negroes avoid buying a house in Skokie because four years ago it was the scene of a near race riot. What Negroes may not know—or, as seems more likely, do not believe—is that Skokie's Human Relations Commission has developed techniques to prevent any unpleasantness, and that these techniques seem to work.

Before a new Negro family moves in, Skokie officials now meet with all the neighbors. "We tell them," says Village Manager Benjamin Marsh, "that they have nothing to fear if they don't panic. We urge them not to put their houses up for sale. We also tell them that we intend to keep the peace and that we mean business." Marsh says that since the first Negro family moved to Skokie "there has been a profound change in social attitudes. People talk more about integration now, and they understand it much better." But only four Negro families have moved to Skokie.

All over the country, in fact, white integrationists are complaining that they have more open-housing opportunities than they have Negroes to fill them. Especially vocal have been the many suburban fair-housing groups. These groups are discovering that once they have convinced their neighbors to practice open occupancy, the job is still only half done.

The typical citizens' fair-housing group is made up of people who sincerely want to "do something" about segregation in their town. It begins, often as not, with a burst of enthusiasm and a campaign to persuade residents to sign a "freedom of residence" pledge, which commits them to the idea of integration. Then the group sits back and awaits the first Negro family. But the first Negro family, in many instances, doesn't make an appearance, and the group's enthusiasm turns to frustration.

"Lots of people here are willing to sell their homes to Negro families," observes a fair-housing enthusiast in Wilton, Connecticut, "but we can't find any Negro families who are interested in living here."

It is the same in many areas scattered over the country. Recently the Chicago *Defender*, a Negro newspaper, ran this headline: WANTED: NEGRO BUYERS FOR HOMES IN WHITE SUBURBAN NEIGHBORHOODS. The article cited "some 3,000 homes available to Negro buyers in 17 areas [of Greater Chicago], most of these in suburbia." It urged Negroes to take advantage of the new opportunities.

But, as Sheldon T. Mays points out, "Negroes don't move for artificial reasons. They have to have a good reason—a *housing* reason. And then if they do move, they may prefer to move to another house in their present neighborhood, where they know everybody and where they're close to work.

"White suburbanites," Mays continues, "who announce that Negroes are now welcome and then expect to get swamped by hordes of Negroes are showing a surprising lack of humility."

If the choice is between integrated housing and a decent neighborhood, most Negroes, it appears, will choose the latter. In Philadelphia, officials of an integrated low-income cooperative located in a slum neighborhood near the center of town find they have a sizable turnover among Negro families who are moving up the economic ladder—and out of the cooperative. "Many of them move to Negro neighborhoods farther out," explains an officer of the Friends Neighborhood Guild, sponsor of the cooperative. "They say they don't want to bring up their children in a slum."

The spokesman summed it up this way: "Most of the white families are here because of their convictions—they want to live in an integrated neighborhood; most of the Negro families are here because of convenience, and when they can afford a better place, they get out."

It seems clear from all this that neighborhood integration depends upon considerably more than white intentions. "It is a long, tough process," observes Dr. Rhetta M. Arter, of Research Action Associates, private consultants on community problems. "A decision to open up a neighborhood does not automatically integrate it."

Dr. Arter and her colleague, Corienne R. Morrow, note that "the whole flow of the real-estate market is now in the opposite direction of fast integration." The

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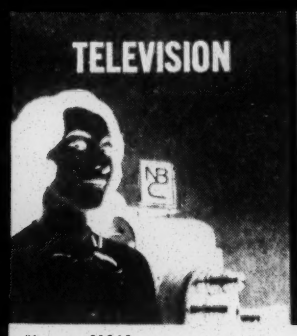

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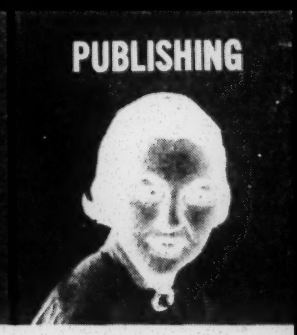

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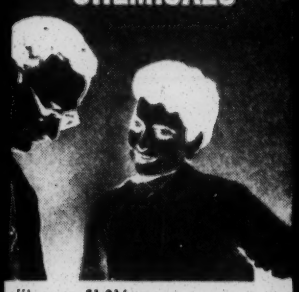

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time to have pushed for widespread integration, they say, was immediately after World War II, when millions of veterans were buying new homes and settling new neighborhoods. "We missed a great opportunity then," says Dr. Arter. "Negro veterans had to buy homes in segregated developments—and many of them are still there. After all these years, why should they move?"

In this missed opportunity, say many integrationists, the federal government played a crucial role. Since World War II more than $117 billion worth of new housing has been insured by either the Federal Housing Agency (FHA) or the Veterans Administration. But less than two per cent of that housing has been available to nonwhite families, and much of that on a strictly segregated basis.

President Kennedy's famous Executive Order of 1962 finally did bar discrimination in federally aided housing—but by then the big postwar building boom was spent. "If President Truman had signed such an order in 1947," comments Edward Eichler, "we would have considerably more integration today." But in 1947 neither the government nor the electorate seemed ready for such a move. The fact is that until very recently the federal government consistently threw its weight on the side of segregation.

"From 1933 to 1938," report Frances Levenson and Margaret Fisher, both with the National Committee Against Discrimination in Housing, "the federal government actively promoted discrimination and segregation in much of the housing affected by its operations."

Typical was the following passage from an FHA manual: "If a neighborhood is to retain stability, it is necessary that properties shall continue to be occupied by the same social and racial groups."

The manual instructed homeowners how to keep out "undesirables" by means of restrictive covenants, and displayed a model restrictive covenant for any reader wishing to include one in his property deed. (Under a restrictive covenant the buyer of a house agreed never to sell it to Negroes—or Jews, or Catholics, or whomever the covenant specified. The technique was pronounced unconstitutional by the Supreme Court in 1948.)

In another manual, not revised until 1949, the FHA urged its mortgage evaluators to consider whether "effective restrictive covenants against the entire tract are recorded, since these provide the surest protection against undesirable encroachment. . . ." It warned evaluators to beware of "adverse influences," such as "the infiltration of business and industrial uses, lower-class occupancy, and inharmonious racial groups."

"It is one thing," declares Gunnar Myrdal in his classic on race relations, *The American Dilemma*, "when private tenants, property owners and financial institutions maintain and extend the pattern of racial segregation in housing. It is quite another matter when a federal agency chooses to side with the segregationists."

As Myrdal implies, the federal government has not been alone in promoting segregation. Home builders, real-estate firms and lending institutions all have contributed to the general pattern. For example, until recent years the official Code of Ethics of the National Association of Real Estate Boards included the following regulation: "A Realtor should never be instrumental in introducing into a neighborhood . . . members of any race or nationality, or any individual, whose presence will clearly be detrimental to property values in the neighborhood."

Similarly, the policies of most lending institutions have discouraged Negroes from moving to white neighborhoods. The Mortgage Bankers Association of Metropolitan Washington, for example, conceded in testimony before the U.S. Civil Rights Commission three years ago that "applications for mortgages from minority groups are not generally considered in areas that are not recognized as being racially mixed." In other words, Negroes could not get mortgages on homes in white neighborhoods.

In sum, as Algernon Black, a founder of the National Committee Against Discrimination in Housing, has observed, "The government, real-estate boards, bankers and builders all have played roles in creating a pattern of racial and zoning exclusion." And since so great an effort has been made over the years to establish neighborhood segregation, it will probably require at least an equivalent effort to get rid of it. "We are weighed down by the past," says Black. "We are moving in slow motion."

Plainly, though, the process of desegregation has already begun. The federal government no longer abets discrimination—in fact, it does much to discourage it; 17 of our states and more than 50 of our cities have enacted fair-housing laws, and banks are beginning to grant mortgages to Negroes in white neighborhoods.

More significant is the "change of heart" that seems to be taking place in many white neighborhoods. Communities like Terra Linda, Skokie and Riverside Terrace are facing up to integration and making it work. Scores of citizens' fair-housing groups have sprung up, seemingly overnight, and despite initial frustrations, most of them are still in business. "There is competition among some of these towns," says Edward Marciniak, director of Chicago's Human Relations Commission, "to see who can integrate first."

But it would be foolish to conclude that widespread neighborhood integration is near at hand. It is not. While some states and cities have been enacting fair-housing laws making discrimination illegal, voters elsewhere have been repealing such laws by large marjorities. Last November, Californians voted two to one to overturn the state's fair-housing law—and to bar such legislation in the future. Similar voter repudiations have occurred recently in Seattle, Detroit and Akron.

True, the votes may not be an entirely accurate measure of white prejudice. Many who endorsed repeal of fair-housing laws, for example, felt that they were striking a blow for private property rights and not necessarily *against* civil rights. Yet a sizable proportion of white Americans—about half, say the pollsters—still object to having a Negro family living next door. Perhaps many of them would change their minds once a Negro family actually did move next door (we have seen this happen already in integrated neighborhoods), but the prospect of initial white hostility is sufficient to discourage most Negro families from taking the plunge.

Even if all white Americans were suddenly to become confirmed integrationists, relatively few Negroes would rush to white neighborhoods. Such a move would mean a considerable wrench from the established pattern of their life. Most Negroes, it seems fair to say, want the *right* to move into white neighborhoods more than they want to exercise that right.

It would be equally foolish to assume that widespread neighborhood integration is impossible. On the contrary, it appears inevitable. Seventy years ago Booker T. Washington, then the spokesman for American Negroes, set forth his famous prescription for racial harmony: "In all things that are purely social, we [the two races] can be as separate as the fingers, yet one as the hand in all things essential to mutual progress." It was a doctrine meant to draw an indelible line between the races. Today the line is blurred. Americans who believe that neighborhood integration is "essential to mutual progress" are discovering that it also includes features that are "purely social." The white child, for example, who invites a Negro neighborhood chum to his birthday party is promoting mutual progress in a way that Booker T. Washington had not dared to envision.

If the desegregation of our neighborhoods is sometimes attended by pain and awkwardness—and it is—the prospect of continued neighborhood segregation seems no less painful. We are committed as a nation to school integration—yet how are we to accomplish it without neighborhood integration? It is impossible to escape the fact that neighborhood segregation causes school segregation, that separate housing usually leads to separate playgrounds, separate churches, separate hospitals, separate clubs, separate shopping facilities—in short, separate worlds.

The two worlds have tended to become fixed on the American landscape. White prejudice is thereby preserved and Negro equality postponed. "It must be recognized," declares sociologist Eli Ginzberg in *The Negro Potential*, "that the Negro cannot suddenly take his proper place among whites in the adult world if he has never lived, played and studied with them in childhood and young adulthood. . . . Only when Negro and white families can live together as neighbors . . . will the Negro grow up properly prepared for his place in the world of work."

And only then, one might add, will the white child grow up properly prepared for his place in a world populated by three billion people, most of whom are not white. THE END

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Residential Segregation

An objective index shows that in every American city Negroes live separately from whites. Of the three principal causes—choice, poverty and discrimination—the third is by far the strongest

by Karl E. Taeuber

Some eight years ago this magazine carried a prediction that "the 'racial problem' of the U.S., still festering in the rural South, will become equally, perhaps most acutely, a problem of the urban North" [see "Metropolitan Segregation," by Morton Grodzins; SCIENTIFIC AMERICAN, October, 1957]. One need only recall the headlines of the past few years concerning racial strife in New York, Birmingham, Montgomery, Cleveland, San Francisco and many other cities to recognize that the "racial problem" has indeed moved into the urban North—and also into the urban South. A profound social change underlies these events; it is reflected in the figures of the 1960 census, which show that a higher percentage of Negroes than of whites live in cities. Ten large cities in the North and West contain the overwhelming majority of the Negroes in those regions, which in turn contain 40 percent of the nation's Negro population. In the South more than half of the Negroes are city dwellers.

Perhaps the most striking feature of the life of Negroes in cities is the segregation of their residences from the residences of whites. This ghetto situation is one of the most pronounced and most tenaciously maintained forms of segregation the Negro American faces. Residential segregation in turn underlies many other problems. From it arises *de facto* segregation in schools, hospitals, libraries, parks, stores and a variety of activities carried on within neighborhoods.

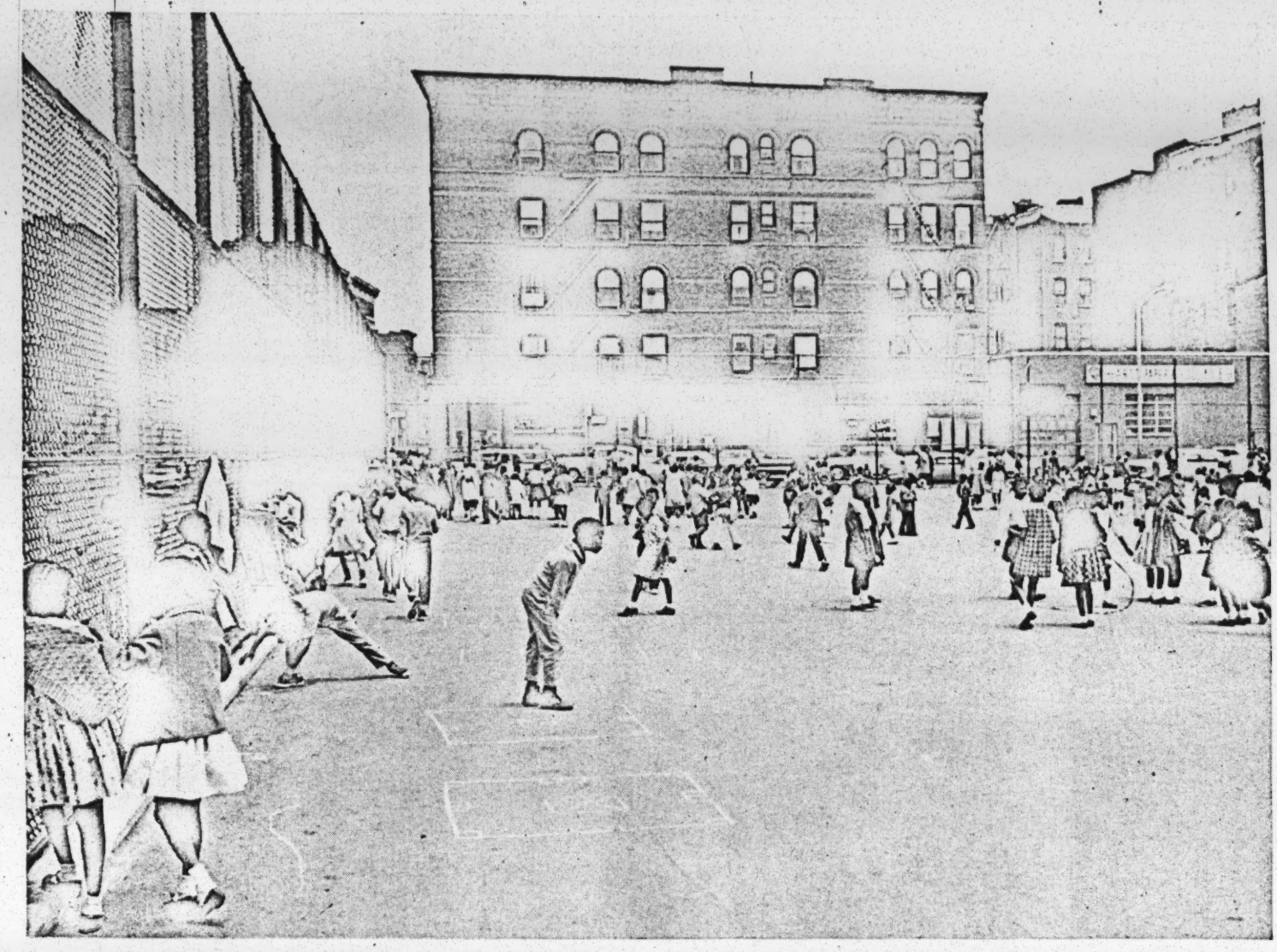
Residential segregation is particularly amenable to quantitative study because it is expressed in the physical location of white and Negro households. This situation is readily apparent in the illustration on page 14, which shows the distribution of the Negro population in Chicago. Even a cursory inspection shows that Negro residential areas are clearly distinct from white residential areas. A similar map of any other large city in the U.S. would also show a high degree of residential segregation.

Work of this kind has a deficiency, however, in that it leaves open a question: Which of two or more cities being compared has the greater degree of segregation? The kind of ambiguity that can arise is indicated by two maps published by a newspaper in Chicago a few years ago showing the patterns of residential segregation in Chicago and Birmingham. The accompanying headline declared that Chicago was the more segregated because its all-white areas were more extensive than Birmingham's. The same maps could have been used to argue that Chicago was the less segregated because its all-Negro areas were less extensive than Birmingham's. Both statements are true, and both reflect the fact that Negroes constitute a much larger proportion of the population in Birmingham than in Chicago.

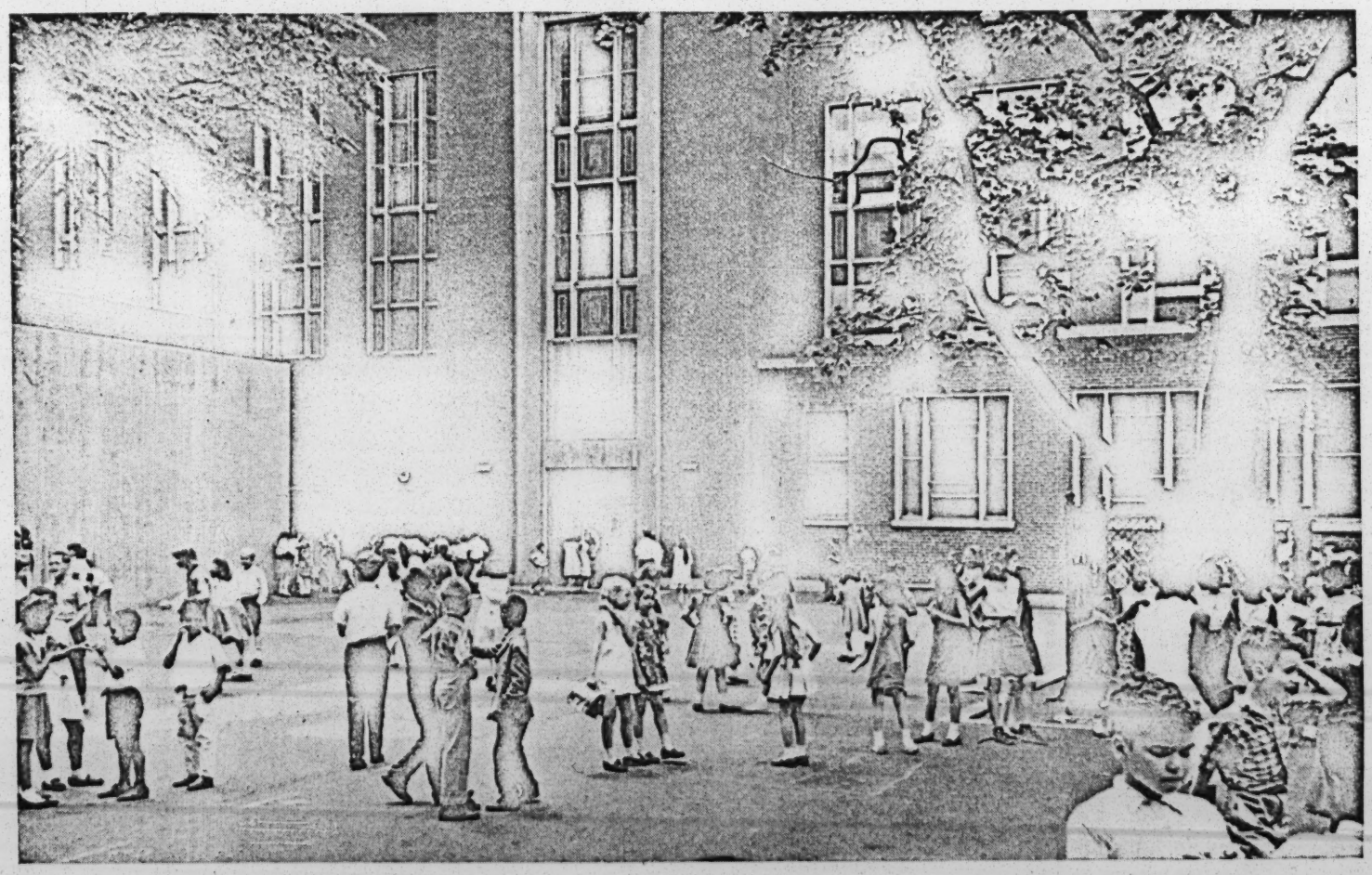
What is needed in the measurement of residential segregation is a technique that does not lend itself to ambiguous interpretation. Such a technique would summarize the degree of residential segregation in a city independently of the percentage of Negroes in the city and of any subjective judgments. A measure of this kind is the "index of dissimilarity," which is widely used in studies of population distribution. The index compares two percentage distributions. When it is adapted to the comparison of white and Negro residential distributions, it is commonly called a "segregation index."

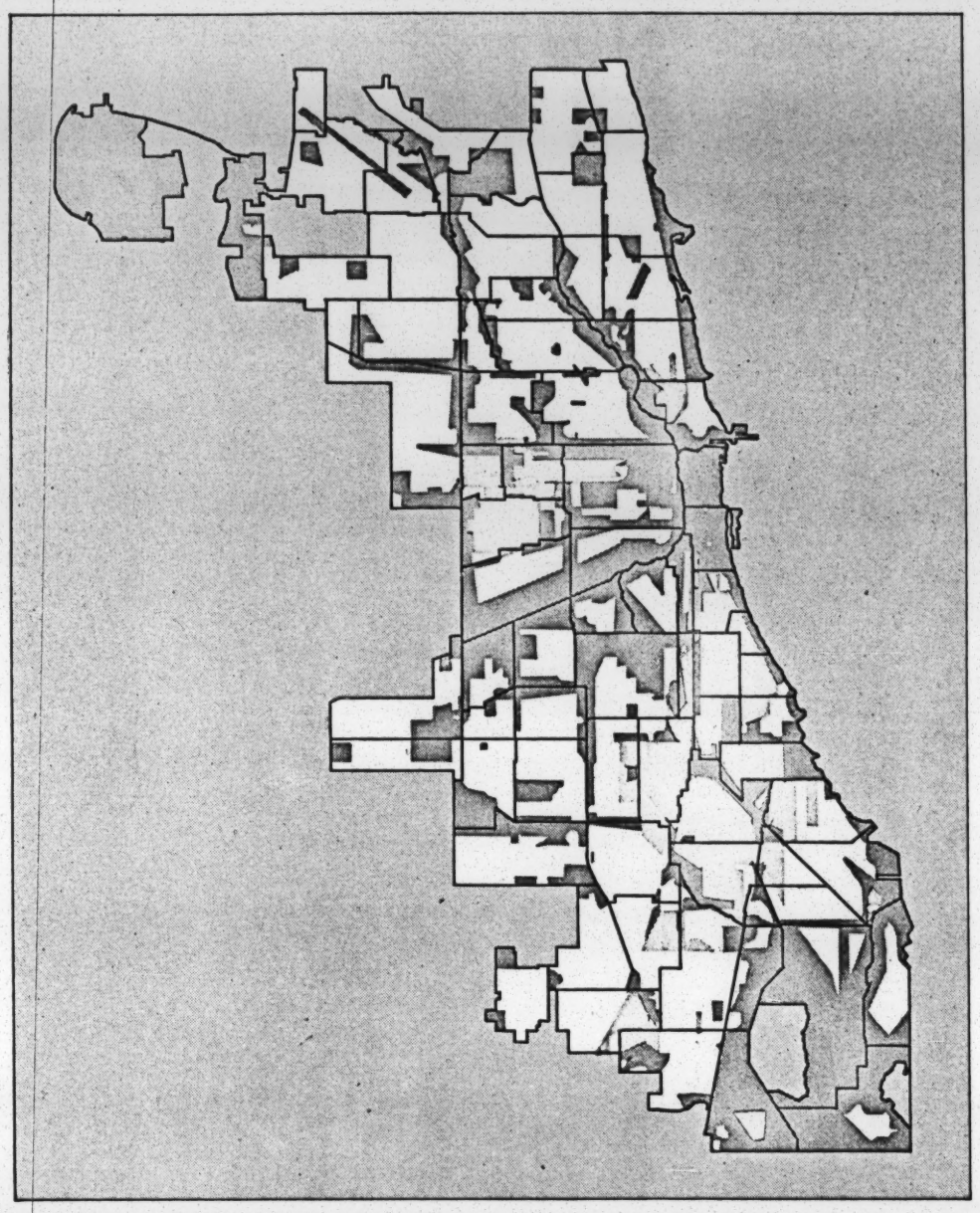
The rationale of the segregation index is that if there were no forces working toward residential segregation in a city, any given neighborhood would show about the same proportion of whites, Negroes and other races as one would find in the city as a whole. In other words, if the population of a nonsegregated city were half Negro and half white, the residents of any city block would be equally divided between the two races. Such a situation would produce a reading on the segregation index of zero. A reading of 100 is obtained when there is complete residential segregation: there are no Negro residents in white neighborhoods and no white residents in Negro neighborhoods.

With the necessary data in hand anyone can calculate a segregation index for a city by the method I use. First identify each neighborhood in which the percentage of Negro house-



PATTERN OF SEGREGATION appears in these photographs of playgrounds in New York City. The photograph above shows a playground at a public school in Harlem, an overwhelmingly Negro section of the city. The photograph below shows a playground at a public school on East 81st Street in a predominantly white section. Similar segregation by race is evident in every major American city.





CHANGING CHARACTER of Chicago neighborhoods is reflected by the colors in this map. Dark color shows areas with more than 25 percent Negro population in 1950; medium color, the same information for 1960; light color, for 1964. White areas are all-white neighborhoods; gray shows nonresidential sections. Data are based on a map prepared by the Chicago Urban League. Boundaries define 76 "community areas" set up by researchers at University of Chicago for statistical purposes; light gray shows water or noncity areas.

holds is higher than the percentage in the city as a whole. Find the number of Negro households and of white households in these areas. Calculate the percentage of the city's Negro households contained by the areas (a figure that is often above 90 percent) and the percentage of the city's white households in the areas (typically about 10 percent). The difference between the two percentages is the city's reading on the segregation index. To put it another way, a reading of 80 on the segregation index would indicate that 80 percent of the Negroes would have to be redistributed to predominantly or exclusively white blocks if the city were to achieve an unsegregated pattern of residence.

Two particular advantages can be cited for this index in comparison with other techniques that have been proposed for the measurement of residential segregation. The index has no direct dependence on the percentage of Negroes in a city, and it is relatively easy to calculate. On the other hand, certain hazards should be noted. Like any single index used to represent a complex phenomenon, the segregation index is a summary device that does not reflect all the subtleties of the actual situation. It does not indicate the character of the residential segregation in a city—that is, the strength of white feelings about where Negroes should live or the strength of segregation's emotional impact on Negroes—nor does it reveal the precise spatial configuration of Negro residential areas. In short, the best way to summarize the index is to say that it is a strictly objective measure, based on census data, of the general unevenness in the distribution of white and Negro households among residential neighborhoods.

The segregation index can be calculated from data for any set of residential areas: wards, precincts, census tracts, blocks and even the usually vague concept of a neighborhood. In general, the smaller the areas used in the calculation, the higher the degree of segregation that will be found. I prefer to use data for individual city blocks, because a calculation made on this basis shows the "fine structure" of the segregation pattern.

I have calculated the segregation indexes for 207 American cities—all the cities for which block data are available and that had at least 1,000 nonwhite households in 1960. The readings for these cities range from 60.4 in San José, Calif., to 98.1 in Fort Lauderdale, Fla. Half of the cities have segregation indexes above 87.8, half below.

No elaborate analysis is necessary to conclude from these figures that a high degree of residential segregation based on race is a universal characteristic of American cities. This segregation is found in the cities of the North and West as well as of the South; in large cities as well as small; in nonindustrial cities as well as industrial; in cities with hundreds of thousands of Negro residents as well as those with only a few thousand, and in cities that are progressive in their employment practices and civil rights policies as well as those that are not.

Negroes are of course not the only minority group subjected to prejudice and discrimination. How does the residential segregation of Negroes compare with that of Puerto Ricans in New York City, of Mexican-Americans in Los Angeles, of Japanese and Chinese in San Francisco? The segregation index is adaptable to questions of this type. One change is necessary in the method of calculation: instead of using data from city blocks, one must switch to census-tract data, which provide a more detailed ethnic classification. (Census tracts are statistical areas established by the Bureau of the Census for the study of small sections within cities; the tracts average about 5,000 in population.)

On the basis of census-tract data for 1960 it is possible to consider three groups in New York City: Negroes, Puerto Ricans and "other whites." (This discussion will ignore the fact that a few Puerto Ricans are Negroes.) Indexes calculated for each group show that

Puerto Ricans and Negroes are both segregated from "other whites." The degree of Negro segregation, however, is much higher. In addition there is considerable residential segregation of Puerto Ricans from Negroes [*see bottom illustration on next page*].

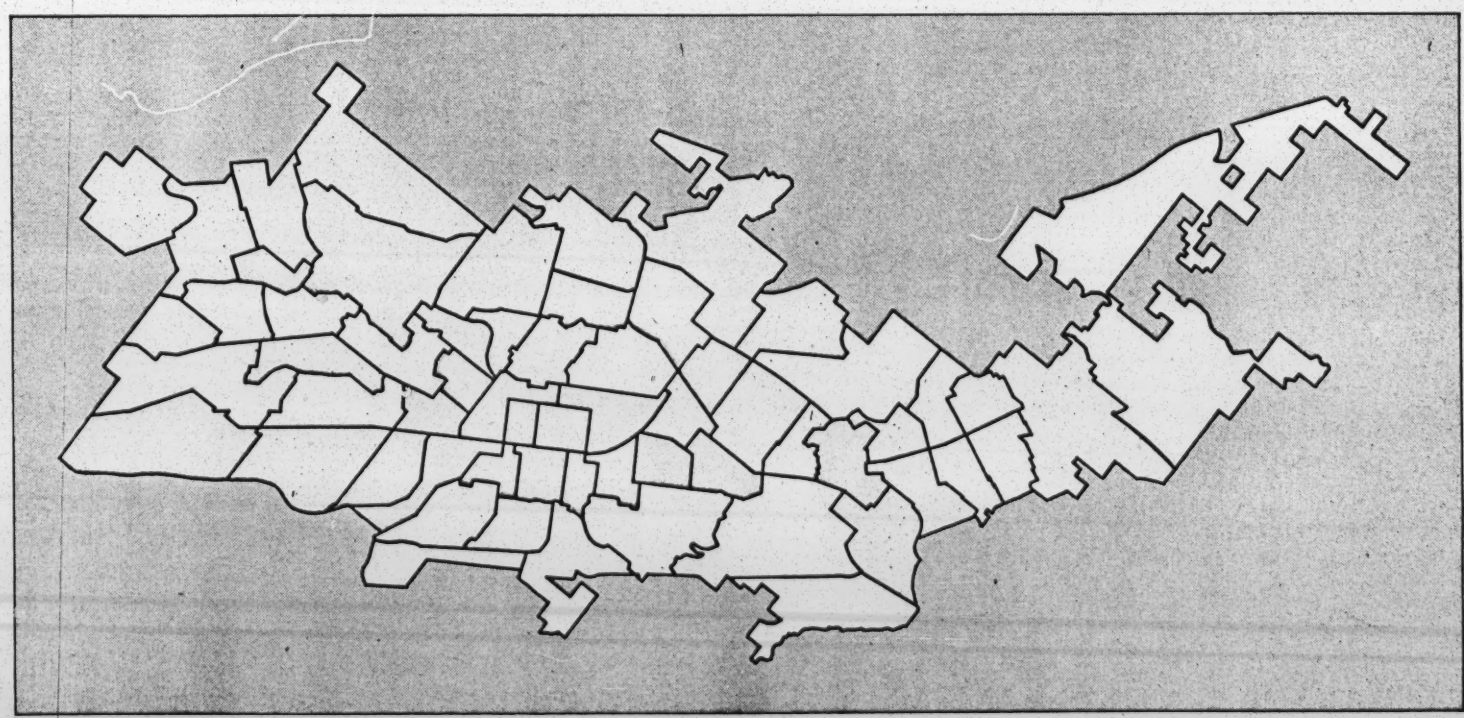
For Los Angeles in 1960 census-tract data permit identification of four groups: (1) Negroes; (2) other races, meaning nonwhites other than Negroes —mainly Japanese and Chinese; (3) whites of Spanish surname, a classification that provides a rough approximation of the Mexican-American population, and (4) "other whites." Segregation indexes making six comparisons among these groups are shown in the bottom illustration on the next page. The highest of the six indexes is the one comparing Negroes and "other whites." The second- and third-highest indexes are for the other comparisons involving Negroes. In other words, Negroes are markedly segregated from all other residents of the city. Lower index values appear in the comparisons of "other races," "whites of Spanish surname" and "other whites" with each other.

A different kind of analysis can be made for San Francisco. For that city data are available allowing assessment of the trends in segregation between 1940 and 1960 among whites, Negroes and other races. In 1940 San Francisco's Negro population was quite small, numbering only 5,000. During and after World War II it increased rapidly, reaching 74,000 by 1960. The population of other races also grew, from 27,000 to 62,000. (Chinese make up the largest portion of this group, although it also includes a sizable number of Japanese.) In the early 1940's the rapidly growing Negro population took over much of the housing vacated by the Japanese when they were moved to wartime relocation centers. The Japanese returning after the war developed new residential patterns. These trends are evident in the illustration at the left on page 17, which shows that the segregation of whites from other races has diminished sharply since 1940. As members of other races have dispersed from Chinatown and the Japanese colony they have adopted a residential pattern more like that of the city's whites. Concurrently their segregation from Negroes has increased. In contrast, residential segregation of Negroes from whites has remained at a high level throughout the two decades.

Similar trends can be found in many Northern cities, although the explanation is different. Half a century ago, when the immigration of Europeans was at its peak, Northern cities contained assorted ethnic colonies. At that time the Negro population in these cities was small. The vast migration of Negroes from the South to the North began during World War I, which marked the period when European immigration dropped sharply. Stanley Lieberson, one of my colleagues at the University of Wisconsin, has examined the changing patterns of residential segregation among the European immigrants and has found that in 1910 some ethnic groups were as segregated from native whites as Negroes were. Since 1910, however, the residential segregation of every group of European descent has been declining, whereas segregation of whites from Negroes has been increasing.

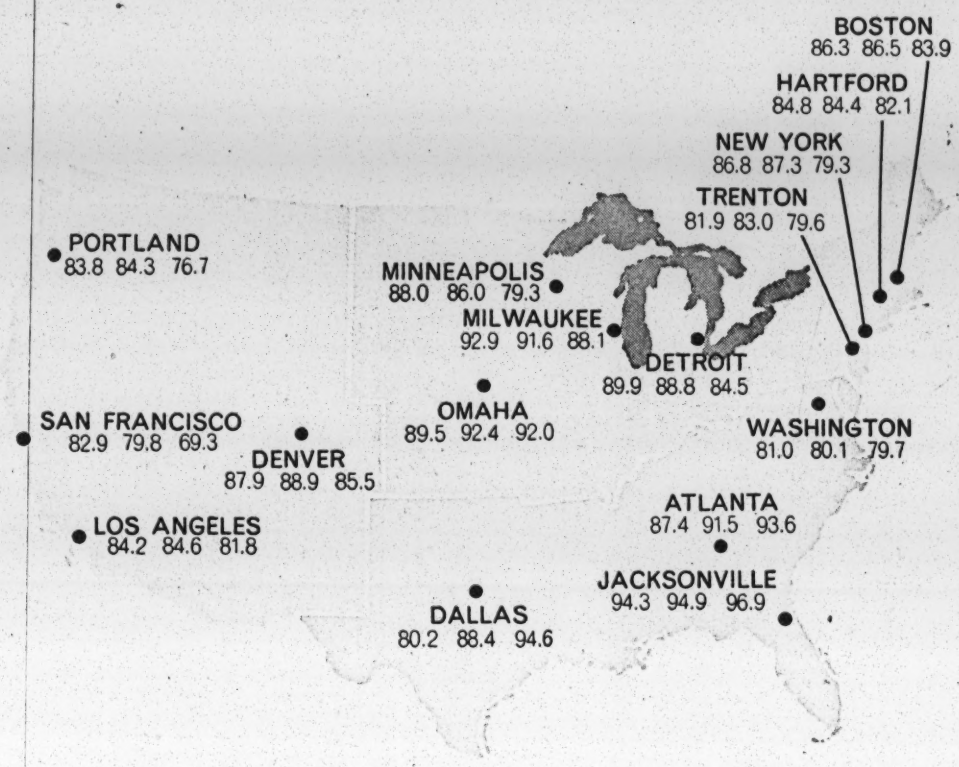
In the South historical data also show a long-term trend of increasing residential segregation of Negroes from whites. A special census of Charleston, S.C., in 1861 showed that whites and slaves were only slightly segregated from each other. In that era, of course, most urban slaves were housed in a walled-off portion of their owner's residence or in separate slave quarters on his property. By 1910 Negro-white segregation had risen appreciably in Charleston. Segregation indexes calculated for subsequent census years confirm a century-long increase.

The best-documented pattern of steadily increasing residential segregation in Southern cities uses special compilations of data from city directories for Augusta, Ga., which distinguish between whites and Negroes [*see illustration at right on page 17*]. Similarly detailed information is not available for other cities. Many miscellaneous data,

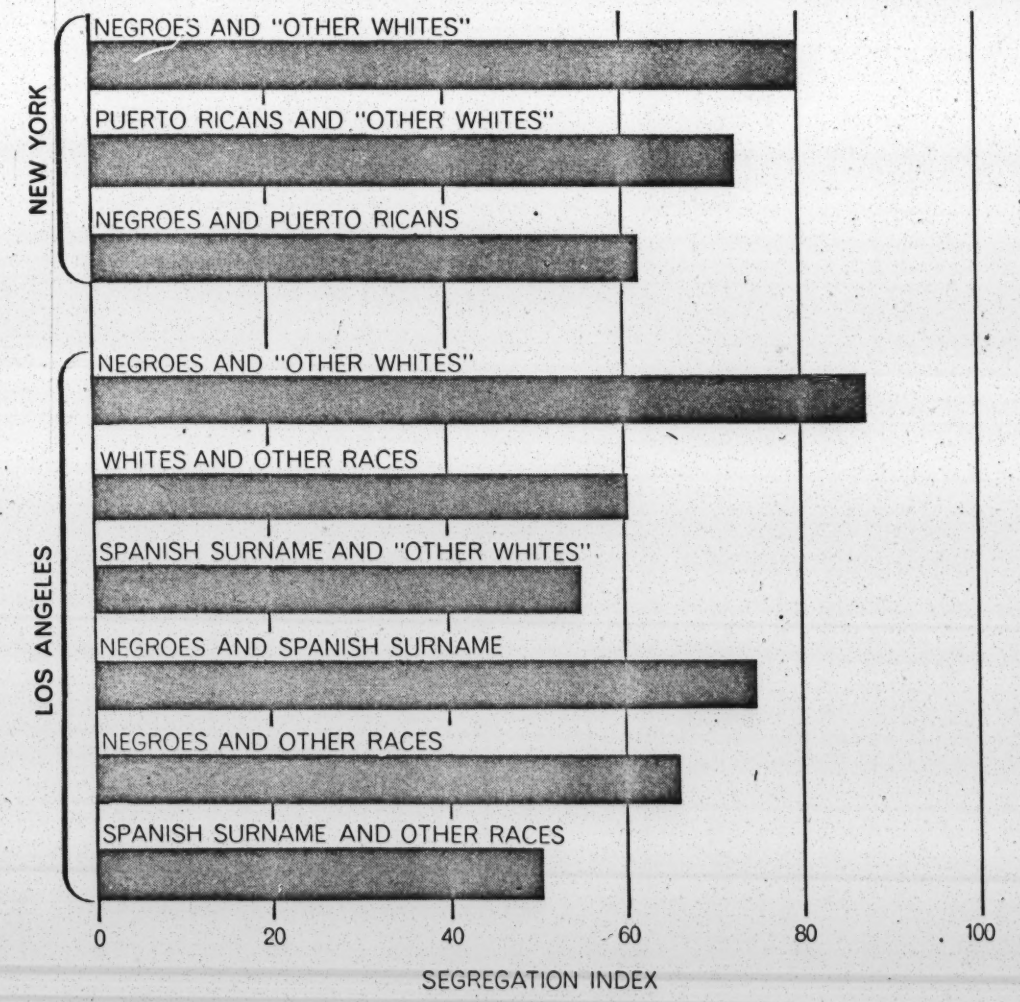


0–10
10–50
50–90
90–100

NEGRO DISTRIBUTION in Birmingham, Ala., is shown according to data obtained in the 1960 census. The outlined areas are census tracts, which are subdivisions established by the Bureau of the Census for the purpose of studying small areas within cities; the tracts average about 5,000 in population. The key at left indicates how the map can be read to show the percentage of Negroes in the population of each census tract in Birmingham.



REGIONAL CHANGES in residential segregation between 1940 and 1960 are indicated for four regions: Northeast, North Central, West and South. The numerals give each city's "segregation index" for 1940, 1950 and 1960; a rising index indicates increasing residential segregation in the city. The trend of segregation in each region between 1950 and 1960 is indicated by the colors: light for a downward trend and dark for an upward trend.



COMPARATIVE SEGREGATION of Negroes and other racial or ethnic groups is shown for two cities. Readings are in terms of segregation indexes for 1960. For example, comparison of Negroes with "other whites" (meaning whites other than Puerto Ricans) in New York shows that 80 percent of Negroes would have to be redistributed to achieve desegregation.

however, support the supposition that residential segregation was at a minimum during slavery and that subsequent years have brought the gradual obliteration of older patterns in favor of more segregated ones.

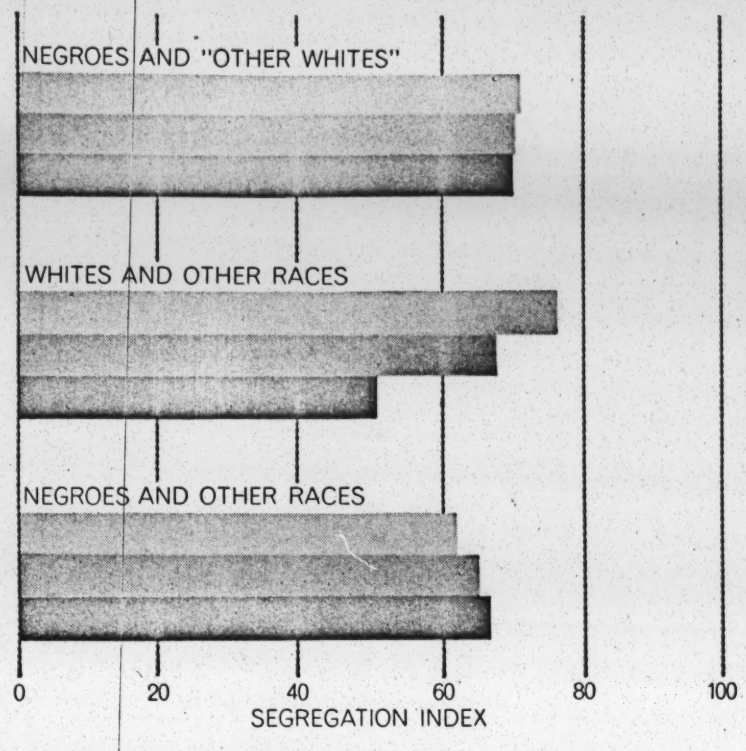
Systematic analysis of trends in residential segregation can begin with 1940, when the Bureau of the Census started publishing data for city blocks. On the basis of these data I have constructed a series of segregation indexes covering 1940, 1950 and 1960. The indexes show the trends in the 109 cities for which block data were published and that contained at least 1,000 nonwhite households in 1940. Residential segregation of whites from nonwhites was quite pronounced in all 109 cities by 1940. Even so, by 1950 the segregation scores for 83 of these cities had advanced to new peaks. The average among the 109 cities was an increase of 2.1 points, from 85.2 to 87.3.

A different story appears in the next decade. Between 1950 and 1960 only 45 cities registered increases; 64 showed decreases. The average for the 109 cities went down 1.2 points to 86.1 [*see top illustration at left*].

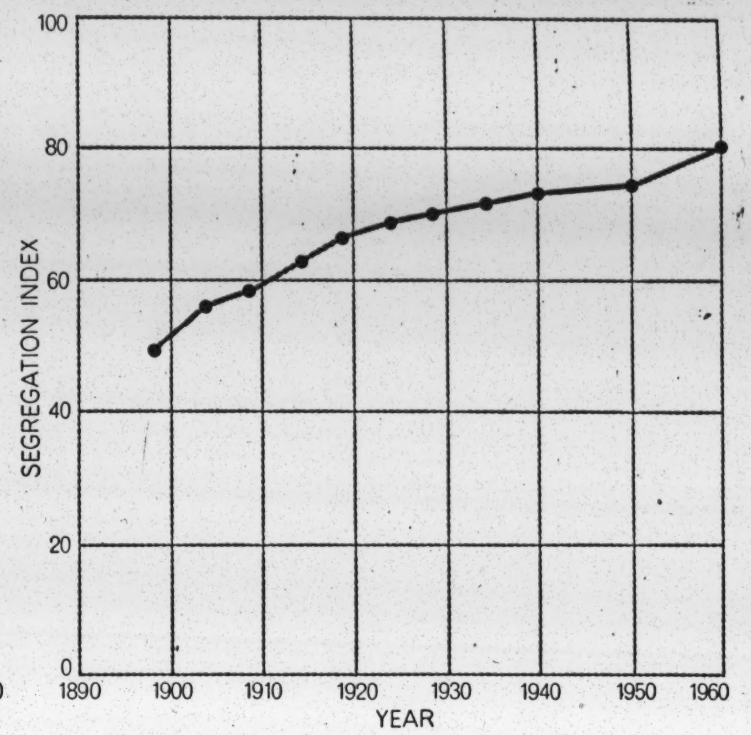
An average, of course, conceals individual performances. Examination of the changes in the two decades reveals some interesting variations between regions. From 1940 to 1950 the majority of cities in every region—Northeast, North Central, West and South—experienced increases in segregation, but the average increase was larger in the South (3.6 points) than in any other region. Cities in the North Central region showed an average increase of 1.5 points; the change among cities in the Northeast and the West was upward but negligible.

The contrast between Southern cities and those in other regions became more pronounced in the next decade. Among Southern cities the average of the segregation indexes rose 2.2 points between 1950 and 1960. In each of the other regions the average went down—rather sharply in the West (6.5 points) and the Northeast (4.7), less markedly in the North Central states (1.5).

Two generalizations can be made on the basis of these trends. The first is that many Southern cities are approaching the upper limit of complete segregation. Secondly, even if the 1970 census should show that the declines in the other regions continued during the present decade, it would still be many decades before residential segregation of



SEGREGATION TRENDS in San Francisco are shown in comparisons of whites, Negroes and other races from 1940 (*light bars*) to 1950 (*medium bars*) and 1960 (*dark bars*). The term "other races" refers mainly to the city's residents who are of Oriental origin.



RISING TREND of residential segregation in the South is indicated by the situation in Augusta, Ga. The data for the years before 1940 are based on city directories, which distinguished between white and Negro residents. Later data are from census reports.

whites from Negroes reached low levels in any part of the country. The modest declines during the 1950's in three regions do not conceal the fact that throughout the nation residential segregation continues to be a serious social problem.

Discussions of regional differences in segregation often bog down in unsubstantiated generalizations or outright polemic. Rather than attempt an intuitive interpretation of the changes in segregation, I undertook a more formal assessment. For each of 69 cities for which all the necessary data could be obtained I calculated five variables showing changes in the city's characteristics between 1940 and 1950 and between 1950 and 1960. The five variables were: rate of growth of the white population; rate of growth of the nonwhite population; rate of suburbanization; rate of new housing construction, and degree of improvement in the occupational level of nonwhite workers. With these figures in hand I assessed by statistical methods whether or not a city's change in segregation during a decade was related to changes in any of the five variables.

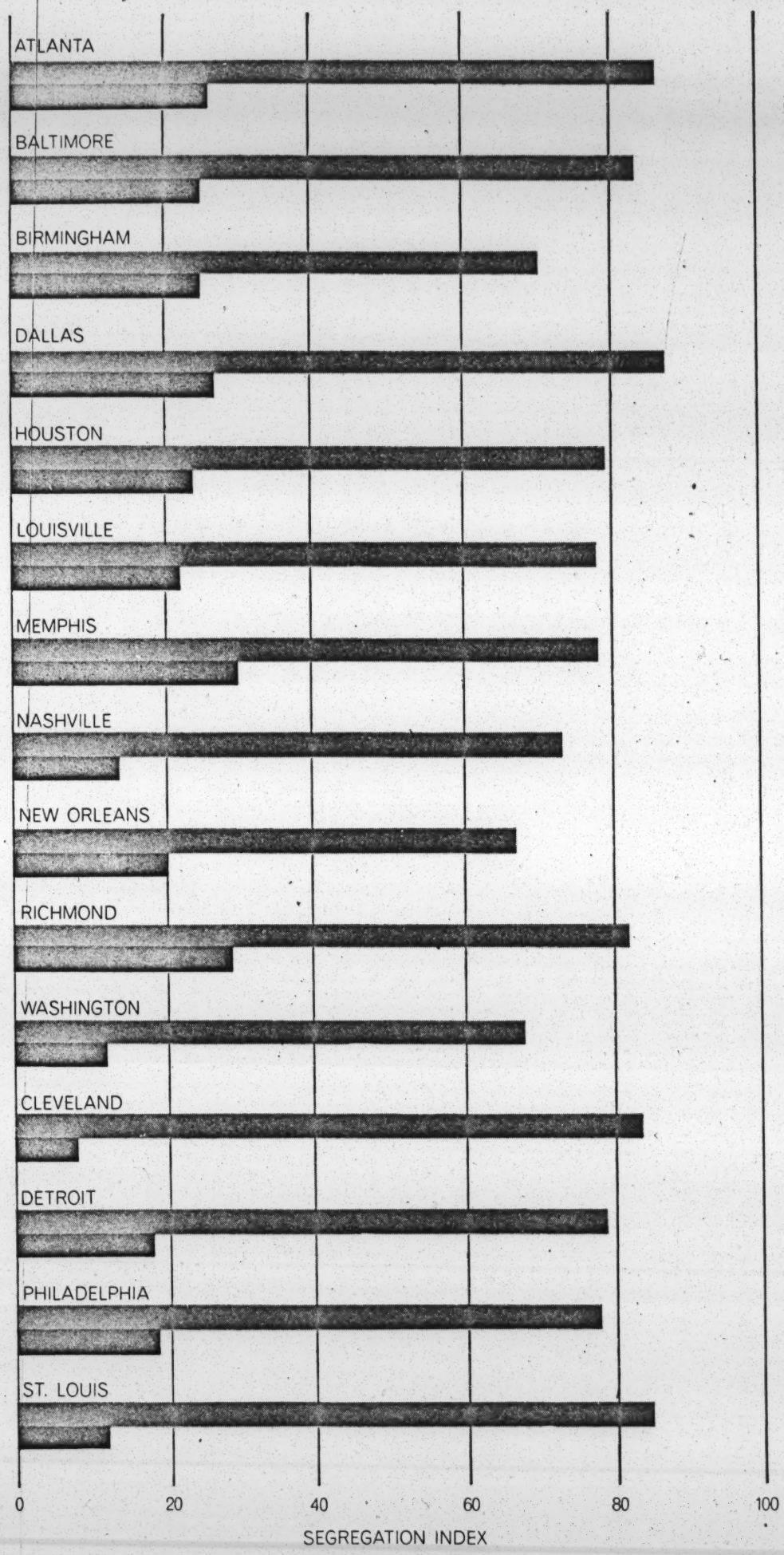
This is not the place to go more fully into the methodology of the study. Suffice it to say that the results of the analysis allow an interpretation that avoids the pitfalls of regional chauvinism. The analysis led to the following interpretation of the changing trends in residential segregation.

In cities throughout the country little new housing was built during the depression years of the 1930's and the war years of the 1940's. About the only exceptions were public housing and war-housing projects. These were almost invariably occupied on a segregated basis—either by public policy, the location of the site or informal controls. Rapid population growth stimulated by wartime industrialization gave rise to severe strains on the urban housing market. Extremely low vacancy rates were one index of the tight housing market that persisted throughout the 1940's. The situation was particularly serious for Negroes: Negro residential areas could not be expanded into surrounding white areas, but Negroes continued moving into the cities.

In these circumstances neither the pressures of rapidly growing Negro populations nor the improving economic status of Negroes could have much effect on patterns of residential segregation. With Negro residential areas becoming increasingly overcrowded, slight increases in the segregation index were common. In some cities, particularly smaller and more recently settled Southern cities that still had vacant land available for residential development, there was considerable new construction in the late 1940's. Virtually all of it was occupied on a segregated basis. These developments account for the large increases in the segregation indexes of the South.

The housing shortage eased tremendously during the 1950's. As millions of people—mainly white—flocked to new suburban housing, vacancy rates in cities climbed, levels of overcrowding among Negroes as well as whites were drastically reduced and Negro residential areas expanded. In Northern cities Negro populations continued to grow at a rapid rate. There was a large-scale turnover in the housing market as many higher-income whites obtained new housing, and lower-income whites and Negroes abandoned some of the worst of the old housing. Extensive highway construction, urban renewal and public housing projects contributed to residential change.

The statistical analysis shows that in this more permissive housing-market situation the pressures for housing for the growing Negro populations, together with the demand for improved housing created by the improving economic status of Negroes, were able to counteract and in many cases to overcome the historical trend toward increasing residential segregation. In Southern cities Negro population growth was slower and economic gains were less. The long-term trend toward



ACTUAL AND EXPECTED segregation indexes are shown for 15 cities on the basis of 1960 census-tract data. The comparison relates to the argument that the poverty of Negroes is the sole cause of residential segregation. The "expected" indexes (*dark bars*) show how much racial segregation there would be if the amount paid for housing were the only cause of segregation. Actual segregation indexes (*light bars*) are much higher, indicating that factors other than poverty are involved in the determination of Negro housing patterns.

increasing segregation slowed but was not reversed.

Improved economic circumstances among Negroes can, in a permissive housing market, be effective in reducing levels of residential segregation. This much is demonstrated by events of the decade from 1950 to 1960. The implications of this finding, however, should not be exaggerated. The relation shown by the statistical analysis also indicates that even if Negroes gained full economic equality at some time in the distant future, their residential segregation from whites would still be considerable.

Gunnar Myrdal suggested in *An American Dilemma,* his classic study of the race problem, three principal factors that could explain the prevalence of residential segregation. The first was choice: perhaps Negroes prefer to live in Negro neighborhoods. Myrdal granted that there was some truth in this notion, but he observed that the choice can hardly be considered a free one because it is made in a society in which discrimination and prejudice are widespread—often to the point where many Negroes who move into white neighborhoods are threatened with physical violence as well as social ostracism.

The second factor is discrimination. Sometimes this may be outright, as it still is in the housing markets of most cities, both North and South. Sometimes it may be more subtle, as tends to be the practice in cities with "fair housing" legislation, where Negroes who seek housing in white areas are often put off by various stratagems and evasions.

The third factor noted by Myrdal was poverty. To the extent that Negroes are unable to afford living in many areas of a city, segregation can result from economic factors rather than from discrimination in housing. Opponents of fair-housing legislation are often among those who are most vociferous in support of this point of view, arguing that efforts to combat residential segregation should be directed primarily toward improving the Negro's economic ability to compete in the housing market. Because this argument has such a plausible ring it is instructive to examine its empirical underpinnings.

Empirical data usually turn out to be more complex than any simple hypothesis would suggest, and this is certainly the case with data on race, income and residential segregation. In Chicago, for

example, nonwhite families in 1960 constituted 20 percent of all families but only 8 percent of those families with incomes of $10,000 and over. Clearly the city's nonwhites are on the average poorer than the whites and hence are less able to pay high housing costs. Yet 1960 census data on rental housing show median rents for both white and nonwhite households to be $88 per month. If poverty were the only explanation for residential segregation, it would follow that rental housing should be comparatively unsegregated. In fact it is not. In the ownership market it is apparent that Negroes are at a competitive disadvantage and that relatively few families can afford the more expensive new housing in the city and the suburbs. Most owners, however (both Negro and white), live in moderately priced housing.

One might conclude at this point that the poverty explanation for the residential segregation of Negroes has some merit but is obviously not the full story. Before I leave the reader with that conclusion I should like to discuss the matter more fully. The poverty argument is seldom stated explicitly but seems to depend on four assumptions: (1) that families with different incomes live in different areas of the city; (2) that Negroes have lower incomes than whites; (3) that nonwhite families at any given income level are able to obtain the same housing as whites at that level, and (4) that the observed pattern of residential segregation by race results from the first three assumptions.

To test the poverty argument I shall accept the first three assumptions and subject the fourth to empirical examination. Researchers at the University of Chicago have divided the city of Chicago into 76 "community areas" for statistical purposes [*see illustration on page 14*]. The 1960 census provides data on the distribution of income among the families in each area. Since nonwhite families account for 8.3 percent of all families with incomes of $10,000 and over, assume that in each community area they do likewise. By making similar assumptions for each income bracket one can calculate the "expected" number of nonwhite families in each community area. This calculation gives the distribution of white and nonwhite families that could be expected if Negro poverty were the sole explanation for residential segregation.

It should follow, if the poverty explanation is valid, that the expected distribution of nonwhites is similar to the actual distribution. This, of course, is not the case. In contrast to the wide range in actual percentages of nonwhite residents, every expected figure is between 13 and 33 percent. The actual segregation index calculated from the data for community areas is 83; that calculated from the expected data is 10.

The conclusion is inescapable that the poverty explanation for residential segregation has little merit. This conclusion does not apply only to Chicago. Experiments with several similar techniques for 15 other cities revealed the same findings. In fact, the more refined the technique, the more unequivocal the finding, that is, the less the portion of residential segregation that could be attributed directly to economic factors.

This point is reflected in the illustration on the opposite page, which shows the actual and expected segregation indexes for the 15 cities on the basis of 1960 census-tract data. In making these calculations I did not use the income distribution of families; instead I used the distribution of households—by value for owner-occupied units and by rent for renter-occupied units. In contrast with income, which indicates potential ability to compete in the housing market, this technique uses data on what families actually pay for housing. On this basis too the results show that Negroes are excluded from many residential areas in which their economic status would allow them to live.

There is an even simpler demonstration of the inadequacy of the poverty explanation for residential segregation. The crucial assumption that white and Negro families at the same income level are not residentially segregated is patently false. In no city do high-income Negroes live randomly scattered in the same neighborhoods as high-income whites. In no city do low-income Negroes live in the same neighborhoods as the majority of low-income whites. Regardless of income, most Negroes live in Negro neighborhoods and most whites live in white neighborhoods.

A summary assessment can now be made of the three factors cited by Myrdal. Neither free choice nor poverty is a sufficient explanation for the universally high degree of segregation in American cities. Discrimination is the principal cause of Negro residential segregation, and there is no basis for anticipating major changes in the segregated character of American cities until patterns of housing discrimination can be altered.

IMPACT OF SEGREGATION on Negroes who might otherwise be expected to exercise a free choice in housing is indicated by this block in the Harlem section of New York. Houses were designed by the architect Stanford White when Harlem was a white section; after it became Negro the block acquired the name "Strivers' Row" because so many white-collar and professional Negroes—barred from other areas by segregation—aspired to live there.

NEW APPROACHES TO CREATING STRONG NEIGHBORHOODS

JAMES V. CUNNINGHAM

NEW, serious attempts are currently being made by tough-minded, imaginative urban strategists to find a more comprehensive approach to making sound neighborhood communities out of troubled living areas.

Four attempts, in particular, are significant and worthy of close study. These are large-scale, sophisticated development efforts, now being tested in the neighborhoods of several metropolises. The four approaches are:

1. The neighborhood conservation approach of New York City.
2. The social invention approach of new city-wide urban organizations supported by the Ford Foundation.
3. The self-determination approach of the Industrial Areas Foundation, with its principal test area in Chicago.
4. The neighborhood urban extension approach of ACTION-Housing, Inc., in Pittsburgh.

In the "neighborhood conservation" and "social invention" approaches the focus is on urban resources. These approaches seek to improve schools, state employment systems, legal aid, health departments and the like, and then, imaginatively and aggressively, to take these modernized services to neighborhood people. Their power base is money and government control. The neighborhood conservation approach comes directly out of city hall, the social invention approach out of a private, nonprofit civic organization closely allied to city hall.

The "self-determination" and "neighborhood urban extension" approaches put emphasis on citizens becoming alert, organized and able themselves to locate and draw on the resources needed to build their neighborhoods. Both approaches draw money from elements of the urban establishment, as well as from neighborhood people. The self-determination approach draws on church denominations, labor unions and government contracts. Neighborhood urban extension draws from philanthropic foundations, corporations and government contracts.

New York City's neighborhood conservation approach was launched in 1959 in seven small living areas containing a total of 100,000 people. They were Chelsea, Bloomingdale, East Harlem, Carnegie Hill, Morningside, Hamilton-Grange and Hudson.

As is typical in old New York neighborhoods, most of the people in the seven test areas were tenants in large apartment buildings. Essentially

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JAMES CUNNINGHAM serves with ACTION-Housing in Pittsburgh, described here. This article (reprinted from *New City*, May 15, 1965) is part of a chapter in his book, *THE RESURGENT NEIGHBORHOOD*, Fides Publishers, Inc., Notre Dame, Indiana, and is used here with their permission.

middle-income communities, each had a fairly new and significant proportion of low-income residents, many of whom were recent immigrants from the South or Puerto Rico.

When the program began, responsible property owners were selling out, mortgages for property improvement were difficult to obtain, housing laws were not being systematically enforced, overcrowding and deterioration of buildings were on the upswing. High traffic in vice and narcotics and increase in crime were causing panic among longtime residents. There was some racial violence. Services in the fields of health, education, recreation and social welfare generally were inadequate. Newcomers, particularly, were not being helped.

City government moved in to help these neighborhoods by stepping up public and private services and making these readily available from a neighborhood city hall; by having a settlement house, church, hospital, or university in each neighborhood sponsor the local program as a partner with the city; and by obtaining, through the sponsor, widespread citizen participation. Setting up the local city halls, the sponsors hired professional staffs to operate them.

The director of the neighborhood staff became an unofficial neighborhood "mayor" whose job was to put to work and co-ordinate all the services of the city and private agencies. He had no legal power, but had to depend mainly on leadership and persuasive skills. A central staff from the city gave supervision to the neighborhood programs and fed in the housing inspectors, city planners and other service specialists. After two years the city began to supply most of the financing, although the sponsors continued to supplement public funds, and take a strong partnership role. The city's aim from the beginning was to have neighborhood sponsors eventually take over complete management of the local effort, with city services continuing to be channeled into the neighborhood city hall.

Immediate impact was gained in each neighborhood through door-to-door surveys by city housing inspectors. Where large families were found living in one or two rooms, they were relocated, with an attempt made to solve their employment, health and other problems during relocation. The first seven neighborhoods were used as action laboratories in which to devise, test and then apply new housing, social action, public administration and community organization techniques. Economic and racial integration was strengthened by modernizing some deteriorating buildings for use as public housing. This made it possible for low-income families to live under decent standards in nonproject buildings. Improved sanitation services, including daily garbage pickup and street flushings, were provided in all neighborhoods. Among some of the experimental services were a neighborhood narcotics rehabilitation center, and a diagnostic and referral service for elderly residents.

While major planning, direction, and decision-making has come from city hall, the sponsoring agencies, citizen leaders and volunteers have played a large role in identifying neighborhood needs and in helping carry out some services. Steering committees of citizens, organized by the sponsoring agencies, have given guidance to staff on many policy and procedural matters and actually become involved in the execution of some of the projects.

Among the difficulties encountered in the seven neighborhoods: Relocation cut strong cultural and emotional ties for some families and brought social problems to the surface which could not always be remedied. Low-cost financing for modernization of buildings was not forthcoming. New construction of middle-income housing was not achieved. Success was incomplete in the sanitation program. Crime was cut, but gambling, prostitution, and surprisingly, bootlegging, continued. Relations between the races improved, but housing segregation continued rigid.

In spite of these weaknesses, the neighborhoods were much improved over-all, particularly in condition of housing. Chelsea, Bloomingdale and Morningside were saved from becoming slums and are now stronger communities than at any time in their recent history. They are now on their own. The city continues to put up half the money but has passed most operating responsibility to neighborhood agencies and residents.

With the war on poverty program now providing greatly increased funds and personnel, this government-guided approach has considerable thrust. From the standpoint of testing a new approach, the New York City effort might be more significant if it were kept a city hall-directed effort—with citizen partners—rather than attempting to shift the administrative responsibility to neighborhood institutions.

THE SECOND approach, which also puts emphasis on services furnished to people, is the social invention approach; it has been given large-scale support by the Ford Foundation and local foundations in each city where the approach is being tested.

This second approach is carried out by new kinds of metropolitan organizations—"half-way houses" between the public and private sectors—on whose governing boards sit both government officials and representatives of private interests

including business, industry, welfare, religion, labor and education. Six such nonprofit organizations have been set up in Boston, New Haven, Philadelphia, Oakland, the District of Columbia and North Carolina.

They have been granted a total of over $15 million by the Ford Foundation, and some of them are administering many millions more from foundations in their own cities, from war on poverty funds and other federal sources. These funds are used to reorganize and modernize old-line resources, particularly the public schools, state employment services, health departments, recreation agencies and welfare boards, so these resources more realistically meet today's needs.

These new organizations often operate by setting up demonstration projects to meet needs in new ways, by involving old-line resources in carrying out the demonstrations, and then by leaving the successful new ways of operating to be adopted by the resources as standard methods. New Haven's Community Progress, Inc., for instance, has helped revolutionize the relation of the public school to the neighborhood around it by helping transform the neighborhood school into a community center from which are operated programs in job training, senior citizen recreation, home improvements and the like. It has made a grant to the New Haven School Board for the appointment of special assistant-principals whose sole duties are making the schools available to the whole neighborhood through home economics classes for neighborhood housewives, recreational programs, opening of the school's medical and dental-examination facilities to all, development of the school building as a place for neighborhood forums and meetings, and other community programs.

Under this approach experts move into a neighborhood and begin to furnish imaginative new services to help people develop and neighborhoods improve. Some local people may be hired as staff assistants to help spread word of the new services to their neighbors. And citizen committees may be formed to help carry out the services.

This approach takes a metropolitan view of problems, but it too finds the neighborhood the effective action area for most of its programs.

Paul Ylvisaker, Director of Public Affairs for the Ford Foundation, outlines some possible tasks for the new organizations:

". . . social inventions can be immediately procedural, physical, and mechanical: e.g., building schools to double as neighborhood and social-service centers; starting the education of gray-area children at an earlier age; concentrating on improvement of speech, reading, and other communication skills among Negro and other newcoming children; adapting techniques borrowed from agricultural extension work to the needs and circumstances of an urban clientele, in such areas as health, family budgeting and home management, legal aid, credit use, house repair and rehabilitation, and a variety of others; combining work and study programs for school dropouts; relating and even subordinating physical to social planning; pooling local philanthropic funds for common programs—and I might add, wrenching philanthropy away from many of the easier, more traditional, and sanctimonious undertakings to which it has become fondly attached, to work at some of the really tough problems the modern urban community presents; recruiting industry and gearing vocational education to projections of technology and local manpower supply; early identification of urban newcomers; use of lay persons in school, recreation, welfare, and other programs; correcting abysmally bad practices in arrest, bail, defense, and other links in the chain of administering justice; finding constructive alternatives to present systems of high-density public housing and permanent-dependency welfare payments; and widening residential and occupational choice as a way of releasing individuals from the chain of ethnic, racial, and other attachments not freely chosen."

Neighborhood citizens are encouraged and assisted to organize as part of the social invention approach, and their suggestions are listened to, but they seldom play a central decision-making role. They do not make the decisions on what services are needed or how they are to be operated. They do become involved in using the services, in getting other citizens to use them, and in suggesting improvements. This approach seeks to make first-class citizens through education more than through decision-making.

THE THIRD approach is the self-determination approach of the Industrial Areas Foundation (IAF) in Chicago. IAF's approach is marked by conflict, militant action, a stance of demanding from rather than working co-operatively with the resources of metropolis, and considerable citizen involvement.

Its staff organizers enter a neighborhood at the invitation of local groups, usually neighborhood churches. The organizers use the frustration and injustice of job discrimination, rent gouging, overcrowded schools and similar issues to rally neighborhood people. Concentrating on the most deprived citizens, IAF workers create a broad-based neighborhood organization with local leadership. The organization attacks any outside force which exerts control over its neighborhood, and seeks to generate power to the point where it can

control planning for the entire neighborhood. It demands and often gets what it wants from government.

This approach was brought into being in the late 1930's by Saul D. Alinsky, IAF's director, who helped labor unions and ethnic groups in Chicago's then depressed stockyards area to form the now famous Back of the Yards Neighborhood Council. Through the Council people achieved a neat and prosperous neighborhood with a strong sense of community, firm links to city hall and a rigid policy of racial exclusion. Today, Alinsky himself is critical of these two latter policies. He believes in racial integration under quota arrangements, and in neighborhood organizations being independent of city hall.

Alinsky and IAF are now facing their severest test in the Woodlawn neighborhood of Chicago. Woodlawn is a Negro ghetto neighborhood of solid but overcrowded apartment buildings, heavy unemployment, high crime rate, schools that are unable to keep up with the needs of children, economic exploitation and despair—but the citizen effort there initiated and assisted by IAF has dramatically identified, awakened and brought to action these once discouraged citizens.

When a Chicago bank refused to reveal the name of the owner of a Woodlawn slum building it held in trust, one hundred citizen members of The Woodlawn Organization marched into the bank, camped on the floor, and announced they would not leave until they had the name. They got it. When the Chicago Board of Education refused to transfer Negro students from overcrowded Woodlawn schools, The Woodlawn Organization formed truth squads to count empty classrooms in white areas, and then picketed the Board.

Initiative and skills to form The Woodlawn Organization and shape its program have come from staff organizers of the IAF. Working with disdain toward other approaches to neighborhood development, IAF rejects many of the concepts and methods of city planning and urban renewal and insists that neighborhood people work out their own destiny by hiring their own planners. The Woodlawn Organization has attacked city government, credit merchants, slum landlords and the expansion plans of its neighbor, the University of Chicago. The basic IAF philosophy is spelled out by Saul Alinsky, as follows:

"In the development of an organization for democratic participation . . . resentments and dormant hostilities must be brought up to visible surface where they can become transformed into problems. . . .

". . . A people do not break through their previous fatalism of submerged resentment and frustration into open problems which can be faced and dealt with until they have a mechanism or a

'It is important that a spirit of innov

formula for effectively coping with these problems. Since their only resource lies in their numbers, organization becomes the instrument for implementation of change and resolution of these problems."

The Woodlawn effort has focused the attention of city newspapers and city government upon a once forgotten living area. There is yet little concrete, visible improvement to be seen in Woodlawn. There are, however, determined, organized, citizen leaders, formulating plans and laying the groundwork for revolutionary physical and social changes. The Woodlawn Organization recently worked out a compromise plan with the University of Chicago and the city whereby the urban renewal tool will be used to clear a deteriorated area in North Woodlawn, with one section of the cleared land to be used for University expansion, and the remainder for new middle-income housing for Woodlawn people.

Alinsky has appraised his Woodlawn effort thus:

". . . an orderly revolution began in Woodlawn and The Woodlawn Organization came into existence as the representative group of the Woodlawn community. Its membership includes 83 organizations, involving with minor exceptions all of the churches in the community (and the very few church exceptions possessed little if any local membership), businessmen's associations, the block clubs, the fraternal groups, and literally every interest organization of any membership in the neighborhood. They have repeatedly and publicly demonstrated their representative character.

"A voter-registration parade involving more than 45 buses carrying more than 2000 persons was formed, and moved with that discipline and allegiance characteristic of an organization whose roots are deep in the lives of people. This was a dramatic public demonstration not only of a substantial popular support, but of the broad representative character of The Woodlawn Organization.

"What kinds of words are used by the leadership? They use the word 'negotiate' instead of 'conference,' or 'sharing,' and understand the meaning of the word negotiate. Negotiate means meeting with others as equals, since the other party will not negotiate unless it recognizes that you have the power to compel negotiations.

ation and experiment be kept alive.'

"Mutual recognition of power is the necessary prelude to negotiation. In a meeting of negotiations the people enter with dignity of recognition as equals; they are not pleading inferiors, to be satisfied with less than their legitimate rights. They use the words self-determination, in the truest of American traditions and of Western civilization. They know the difference between citizen participation and robot ritual of agreement even if it is masked with so-called discussions."

The Woodlawn Organization has followed a policy of building internal strength by publishing its own newspaper (which has been at odds with the existing Woodlawn weekly), by operating an employment service available to members of its constituent groups, and by running its own private housing-code enforcement system, using the threat of picketing to force landlords into compliance with the code. The organization not only pickets landlords' homes but also their churches or temples while they are inside attending services.

If a group of neighborhood people come to The Woodlawn Organization for help with a problem, they are usually told to organize and affiliate first. The Woodlawn Organization seeks to be self-sufficient and independent. With Alinsky's strong urging, it is raising money to become financially free of IAF. Built as it is on a state of tension between neighborhood people and city government and other urban resources, the IAF approach raises questions as to how a sustained and responsible relationship is to be built between neighborhood and metropolis.

IAF seems to be aiming at some stable collective bargaining relationship similar to that which exists between labor unions and large corporations. The occasional use of militant, nonviolent action would seem to be quite necessary for an effective neighborhood organization. But a philosophy of sustained hostility would seem to endanger sense of community. For instance, a continual "fight city hall" stance could lead people to distrust local government and endanger a city's ability to raise taxes for needed services. Martin Luther King has made a success of nonviolent protest because he has been able to get his followers to take a stance of sustained love toward those against whom they are protesting.

Alinsky believes that a democratic society will always have many different sets of interests and that it is out of the tensions coming from conflicting points of view that we have the basic seedbed for creativity. He feels that to have a society in which you do not have a state of permanent tension is to have "a monolithic, totalitarian uniformity." Dealing forthrightly with controversial issues, building neighborhood power and using it militantly, and generating conflicting viewpoints would seem to be essential in beginning a development effort when the negative forces of deprivation, injustice, and discrimination are so intense and complex; but one wonders whether permanent tension between neighborhood community and metropolitan community, with one neighborhood demanding consideration above others, would not in the long run only worsen and intensify the negative forces.

THE FOURTH technique is Pittsburgh's neighborhood urban extension approach, built upon deep citizen involvement, and the modernization and utilization of metropolitan resources. Neighborhood urban extension has been created by ACTION-Housing, Inc., a metropolitan-wide citizens' organization, set up in 1957 to help carry out a broad program of housing development and urban renewal for the whole Pittsburgh and Allegheny County area. Its full name is Allegheny Council to Improve Our Neighborhoods-Housing, Inc.

ACTION-Housing's program is a comprehensive one: (1) working with private builders and leaders to increase the supply of well-designed housing for families with incomes too high for public housing and too low for the regular private market ($4,000 to $8,000); (2) modernization of aging housing and neighborhoods; and (3) establishing a research base for future housing and neighborhood development programs.

The principal tool used by ACTION-Housing to aid private builders is its Pittsburgh Development Fund, a revolving loan fund which provides seed money for the construction of private sales- and rental-housing for moderate-income families, as well as the stimulation of large-scale home modernization. Subscriptions to the Fund have reached nearly $2 million in grants and interest-bearing loans from 31 local companies, corporations, banks, department stores, utility companies and foundations. The desirability of loans to the Fund, rather than outright grants, has been emphasized.

After several years of experimentation carried out with neighborhood groups, ACTION-Housing came up with the neighborhood urban-extension approach to the revitalization of declining neighborhoods. ACTION-Housing enters a neighborhood after being invited to do so by local citizens. A staff man, the neighborhood ex-

tension worker, helps citizens begin to understand complex problems, assists them to make plans and helps them to get the vast resources of the metropolis extended into their neighborhood.

The neighborhood extension worker assists residents, merchants, clergymen, industrialists, and representatives of neighborhood interests to form a neighborhood council which becomes the major instrument for local planning and action. A written memorandum is executed between ACTION-Housing and the neighborhood council. In the written memorandum an equal partnership in decision-making is provided for, and the full rights and responsibilities of each partner are spelled out, including joint responsibility for fund raising. Before an extension worker is assigned to a neighborhood he is first interviewed by citizen leaders. If these leaders have valid objections to any candidate he is not hired. This approach is built on the principle that from participation in decision-making and organized action comes citizen responsibility.

At the beginning of 1963, three large Pittsburgh neighborhoods, from among several expressing interest, were chosen for a five-year test of the new approach. The department of city planning aided in the selection. Those chosen were Homewood-Brushton, Hazelwood-Glenwood and Perry Hilltop. Between them they held almost 75,000 people—one-eighth of the city's population.

Hazelwood-Glenwood was a central-city steel mill area with high unemployment, low educational level, predominantly white with some racial tension, a bleak shopping street, some handsome residential sections, but apparent mental and physical blight.

The people of this neighborhood have pioneered the war on poverty by tackling their employment problems in depth. They have registered the unemployed, recruited and trained volunteer counsellors, guided hundreds into jobs or training programs.

Council committees are working with public and private resources to make a long-range social and physical renewal plan, to improve dilapidated housing, to support school improvements, to have new houses built on vacant hillsides, to open the industrial riverfront for boating, to modernize the business strip, publish a newspaper and organize all residents into block groups. Tutoring programs are run for children who are not doing well in school. Racial tensions are eased by Negro and white working together on committees. Courses in effective management have been set up in the neighborhood by Duquesne University for local merchants and a modern recreation demonstration is under way, although these two programs have run into many difficulties.

The making of the city's first comprehensive neighborhood public-service plan has been undertaken by the Perry Hilltop area's citizen organization, the Perry Hilltop Action Council. In this effort, the Council is aided by the Institute of Local Government of the University of Pittsburgh, and by city government.

Teams of citizens, university consultants and public officials are examining every Perry Hilltop street, laying out new widenings, openings and extensions. They are evaluating lighting, fire and police protection, schools, parks and playgrounds. The area has a magnificent 250-acre, largely undeveloped park, for which they are creating a complete development plan. They are learning about new, efficient methods for routine housekeeping tasks like sewer cleaning. Hopefully, they will come up with ideas valuable to the whole city.

EACH approach described here seeks to find a process—a method of urban community organization—effective enough to transform declining urban living areas into strong modern neighborhood communities. No one of the approaches has yet been applied to a troubled suburb, but this probably will happen soon for there are now many troubled suburbs.

There is much to be learned from the experiences gained by participants in all four of the approaches that have been discussed. No one of them has yet proven itself a success, but each has achieved enough to warrant further demonstration and support.

There is some tendency for neighborhood development approaches to become alike as they are applied to problems and opportunities whose roots are similar in all urban places. But since neighborhoods and their needs vary widely, in spite of the similarity of problems, it is important that a spirit of innovation and experiment be kept alive in each approach. Further pressure for them to become alike results from the fact that all of them are drawing more and more funds from the same federal programs which are governed by the same standards. The tendency is for the militant "fight city hall" approach to become less militant and closer to the establishment (as witness there is the history of the Back of the Yards Council whose leaders now serve on boards and commissions of city government), and for the establishment-sponsored approach to move closer to the people.

Any promising new approaches should be given full opportunity to demonstrate the effectiveness of their different techniques. Living areas exist in endless variety. A variety of approaches is needed to achieve strong neighborhood communities everywhere.

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EUNICE AND GEORGE GRIER

Equality and Beyond: Housing Segregation in the Great Society

RIOTS, RACIAL protests, and rising waves of crime and violence in Los Angeles and other cities across the nation have focused attention upon a problem unique to America—and one which, if not dealt with decisively and soon, can wreak wholesale destruction upon the objectives of the "Great Society." The point at issue is the increasing dominance of Negro ghettos, with all their human problems, at the heart of the nation's metropolitan areas. While racial segregation is by no means new to this country, in recent years it has assumed new dimensions. And the long-smoldering difficulties and disillusionments of a suppressed Negro population have simultaneously taken on new and frightening forms of expression.

The newly emergent pattern of segregation is as simple to describe as it is ominous in its implications. Since the end of World War II, Negroes have rapidly been replacing whites as the dominant population of our greatest cities. Meanwhile, the vast new suburbs growing up around these same urban centers—sharing most of the same problems and feeding upon a common economic base, but separated from the cities politically—have become the residence of an almost exclusively white population. Too many of the suburbanites disavow any concern or responsibility for the cities they have left behind.[1]

Yet the ghettos will not be ignored. To the degree that human problems—economic, social, educational, health—are concentrated in the ghetto, they become self-reinforcing. Exploitation flourishes, since "captive" markets can be forced to pay exorbitant prices for inferior merchandise and services, and continuing Negro population growth presses inexorably upon an inadequate and overage supply of housing. Discouragement and bitterness are the natural

expressions. As the Negro ghettos have grown in size, these symptoms of the deeper disease have sometimes reached epidemic proportions.

Unless drastic measures are taken, the ghettos and their problems will continue to grow. They contain within themselves the seeds of their own further expansion. The present urban nonwhite concentrations result only in part from the recent migration of Negroes out of Southern rural areas. They are also the product of natural increase (the excess of births over deaths) among populations already in residence. As a result, even if migration were to cease tomorrow, the ghettos would continue to grow. During the next few years, this trend will be rapid as the postwar "baby boom" reaches maturity and has its own offspring. With this expansion are likely to come greater pressures of people upon available space, and probably more damaging racial explosions.

Today there are very few major cities where Negroes do not constitute a significantly greater proportion than the roughly one-tenth they average across the nation as a whole. In virtually every city they are increasing rapidly. During the 1950's alone, Negro populations increased in New York City by 46 per cent; in Philadelphia by 41 per cent; in Washington, D. C., by 47 per cent; in Los Angeles by 96 per cent.[2]

One consequence of this growth pattern is that Washington has become the first important city to have a Negro majority. But it almost certainly is not the last. Baltimore and New Orleans are likely to join Washington by 1970 at the latest; Cleveland, Detroit, Philadelphia, and St. Louis before 1980.

Insight into both the nature and the causes of racial change in America's urban areas can be gained from the example of Washington, D. C. Since 1920, the metropolitan population of Washington (encompassing both the central city and its suburbs in neighboring Maryland and Virginia) has grown more than threefold, from less than 600,000 to over two million. Meanwhile, the proportion of Negroes in that population has remained essentially constant at roughly one-fourth of the total. In other words, Negroes have both migrated to and multiplied within *metropolitan* Washington at roughly the same over-all rate as whites.

Yet within the central city of Washington, D. C. (which now contains only about one-third of the total metropolitan population) Negroes have increased from one-fourth of the total to well over one-half, since virtually all the Negro increase has gone to the city.

At the same time, the proportion of Negroes in the suburbs has declined from 25 to only 6 per cent as an almost exclusively white outflux has overwhelmed long-existing suburban Negro enclaves.[3]

Rapid Negro increases have been almost universal in cities of large and medium population alike. But in proportional terms, the change has often been greater in the middle-sized cities. Syracuse, Rochester, New Haven, San Diego, and Fort Worth all saw their Negro populations approximately double during the 1950's. Thus these cities can no longer look with smug superiority upon a few urban giants marked by the blight and disorder of Negro ghettos. By the same token, Rochester, New York, and Springfield, Massachusetts recently achieved the headlines through racial disturbances.

Not all the predominantly Negro portions of today's cities are decaying, crime-ridden, potentially explosive slums, however. The movement of white families to the suburbs has recently opened up a number of highly desirable living areas for the small minority of Negroes who can afford them. Some of the finest residential sections of cities like Washington and Philadelphia—once predominantly white—now are interracial or heavily Negro. Their physical character and general flavor have changed little. Imposing stone and brick homes still stand on immaculately maintained lawns. Only the color of the occupants is different.

Yet these too are *Negro* neighborhoods, and—like the sprawling all-white subdivisions surrounding the cities or like the less desirable central districts where most Negroes are allowed to live—they betoken the growing segregation which is splitting our metropolitan areas into two huge enclaves, each the territory of a single race. Their continued social and physical stability, furthermore, is threatened by many of the same pressures of population increase and exploitation which beset the Negro slums. Segregation itself may not be new, but never before has it manifested itself on such a giant and destructive scale.

The Growth of Residential Segregation

How did this change occur so swiftly and so massively? Discrimination and prejudice are certainly among the causes, but they are not the only ones. America cannot escape responsibility for the many decades in which the rights of its Negro citizens were denied. Nonetheless, the present situation cannot be fully understood, nor can

solutions to its perplexing aspects be found, without recognizing that it was produced and is maintained in significant part by forces that are both broader than and different from racial discrimination.

The background to all that has happened lies in certain facts concerning the rapid urbanization of America's people—facts racially neutral in themselves, but having profound racial effects. As the nation has grown more populous, its inhabitants have located increasingly within metropolitan centers. A century ago Americans numbered 31 million, about one-fifth of whom lived in urban areas. By 1920 the total population had risen to 106 million, and the urban proportion had grown to one-half—a ninefold jump in absolute numbers (from about 6 million to 54 million) in only sixty years.

After World War II, population growth accelerated sharply. The largest ten-year increase in the nation's history took place between 1950 and 1960. During that decade 28 million new citizens were added, a total nearly equal to the entire population of a century ago. About 85 per cent of this increase occurred within 212 metropolitan areas, making about two-thirds of the nation's people urban today.

In addition to increase through births and immigration during these fruitful years, the cities gained also from large-scale population movements from the center of the country toward its boundaries (especially to the seacoasts and Great Lakes region) and from the South to the North. These streams of people, most experts agree, were both "pulled" toward the cities by job opportunities and other urban attractions (especially in the coastal areas) and "pushed" out of the rural areas by shrinking labor needs, especially in the depressed portions of the agricultural South. Negroes and whites shared in the migration—Negroes to a somewhat, but not drastically, greater degree in proportion to their share of the total population.

Migration to the cities helps explain why, after World War II, the nation turned to its suburbs in order to satisfy housing needs which had been accumulating during almost two decades of economic depression and world conflict. The previous growth of the cities had used up most of the land suitable for development within their boundaries. Yet the people had to be housed somewhere, and swiftly. The easiest place, requiring no costly and time-consuming demolition of existing buildings, was the suburbs.

How should the suburbs be developed? In answering this ques-

tion certain key public policy decisions—involving racial implications which were probably neither foreseen nor intended—joined with private actions to help produce the present situation. Primary among these was the critical decision to allow the private-enterprise system to meet the housing shortage on its own terms. Most of the government mechanisms mobilized to aid in the task, especially the mortgage guarantee provisions of the Federal Housing Administration and the Veterans Administration, served to support and encourage the efforts of private enterprise.[4]

Such a decision was completely in accord with America's social philosophy and economic structure. And, in light of the inherent dynamism of the private-enterprise system, it is not surprising that the home-building industry was able to provide usable physical shelter. Indeed, this success can be counted as one of the major achievements of a nation which has never been satisfied with small accomplishments. Almost every year following World War II more than one million dwelling units were constructed and occupied, a figure which is double the rate at which new families were formed. And, despite rapid population growth during the fifties, the 1960 Census showed that Americans were far better housed than ever before. Overcrowding and "doubling up" (two or more families in one dwelling) had been considerably reduced. So had dilapidated and otherwise substandard housing. To a greater or lesser degree, the entire population benefited from this widespread improvement—even Negroes, though they continued to be less adequately housed than whites.[5]

Nonetheless, the decision to let private enterprise satisfy the housing need carried with it unfortunate consequences for future residential patterns. It meant that the great majority of the new postwar suburban housing was built for those who could afford to pay the full economic price. Thus the basic mechanisms of the private enterprise system, successful as they were in meeting overall housing needs, selectively operated to reinforce existing trends which concentrated low-income families in the cities. At the same time, they encouraged the centrifugal movement of those who were more wealthy to the outskirts of the cities.

Most Negro families were among those with low incomes, the result of generations of discrimination in employment and education. Quite apart from direct racial discrimination, in which the private housing industry also indulged whenever it felt necessary, economics posed a giant barrier to the free dispersal of the growing

Negro populations. The findings of a market analysis conducted by Chester Rapkin and others at the University of Pennsylvania's Institute for Urban Studies at the peak of the postwar housing boom in the mid-1950's were quite typical. At that time, only 0.5 per cent of all dwellings costing $12,000 or more in Philadelphia had been purchased by Negroes—a fact which the authors laid mainly to economic incapacity. This was about the minimum cost of a modest new house in Philadelphia's suburbs.[6]

But this is only part of the story. Federal policies and practices in housing reinforced and increased the separation between the "Negro" cities and the white suburbs. In part, this was intentional. From 1935 to 1950—a period in which about 15 million new dwellings were constructed—the power of the national government was explicitly used to prevent integrated housing. Federal policies were based upon the premise that economic and social stability could best be achieved through keeping neighborhood populations as homogeneous as possible. Thus, the *Underwriting Manual* of the Federal Housing Administration (oldest and largest of the federal housing agencies, established by the Housing Act of 1934) warned that "if a neighborhood is to retain stability, it is necessary that properties shall continue to be occupied by the same social and racial group." It advised appraisers to lower their valuation of properties in mixed neighborhoods, "often to the point of rejection." FHA actually drove out of business some developers who insisted upon open policies.[7]

More recently, a number of studies by competent real-estate economists have thrown serious doubt upon the thesis that Negro entry lowers property values. Laurenti, in his thorough analysis entitled *Property Values and Race,* found that prices *rose* in 44 per cent of those areas which Negroes entered, were unchanged in another 41 per cent, and declined in only 15 per cent. These were long-term trends, and they were measured *relative* to trends in carefully-matched neighborhoods which remained all white—thus obviating any possibly misleading effects of generally rising prices.[8]

Surveying the literature, Laurenti noted similar results from other studies in various cities extending back as far as 1930. But erroneous though the allegation of nonwhite destruction of property values may have been, it nonetheless provided "justification" for widespread discriminatory practices, as well as active encouragement of private discrimination, by agencies of the federal government during a

period of critical importance in determining present residential patterns.

However, discrimination *per se* was only a small factor in the impact of federal policies and practices upon racial patterns during this crucial period. Much more important were more basic aspects of the structure and functioning of federal housing programs. Three major programs have dominated the field. The largest and most significant has been the Federal Housing Administration's mortgage insurance program, with its post-World War II counterpart for veterans, the Veterans Administration's loan guarantee program. Both granted their benefits chiefly to the "modal" family recently embarked upon married life, with children already born or on the way, and willing to commit itself to the responsibilities of home ownership with a mortgage. For such families, down-payment requirements were minimal, repayment periods lengthy, and credit restrictions lenient. A certain minimum of present earnings and good prospects for future income were paramount, as well as some evidence of faithful repayment of past obligations. Households which did not fit these criteria—smaller families, older couples, single persons, people with low or precarious earnings, families who sought dwellings for rent rather than for sale, even families dependent upon the wife's employment for an adequate income—all were required to satisfy their needs chiefly through the older housing left vacant by people moving to new homes in the suburbs.

Prominent among those left behind, of course, were Negroes. The federal programs permitted them to "inherit" the cities, along with an assortment of whites who did not meet the conditions for access to the new suburbs: the old, the poor, the physically and mentally handicapped, the single and divorced, together with some persons of wealth and influence who preferred the convenience of living in the central city. The significance of the housing programs for residential patterns, however, lay also in their tendency to pull young and upwardly mobile white families away from the cities and out toward the suburbs.

It may be that a large number of these families, given free choice, would have preferred to remain within the cities, close to work and to older relatives. But the FHA and VA programs generally did not provide nearly so liberal terms on the mortgages of older homes in the cities. Down payments were usually larger; repayment periods shorter; monthly payments higher. For most young

families, therefore, the suburbs were the only practical areas in which to solve their housing needs. In this way, the FHA and VA programs, essentially independent of any direct racial bias in their decisions on applications, enhanced the tendency toward white dominance in the suburbs.

The second of the federal government's major housing programs is subsidized low-income public housing, administered by the Public Housing Administration through local housing authorities. Its criteria for admission are based upon *maximum* rather than minimum income levels. Under these conditions relatively small numbers of whites can qualify because their earnings exceed the required standard. In many areas, even where conscious efforts are made to attract an interracial clientele, the great majority of residents are Negro. In further contrast to the FHA and VA programs, most public housing projects have been constructed in the central cities rather than in the suburbs—since one of their objectives is to reduce the incidence of blighted housing.

The differences between the two programs thus reinforce each other in their effects upon patterns of residence. While the FHA and VA have helped promote white dominance in the suburbs, public housing has helped enhance Negro dominance in the cities.

The third of the major federal housing programs is urban renewal. Established by the Housing Act of 1949, its chief goal is to combat physical decay in the central cities. In a sense, urban renewal has worked against FHA and VA programs, since, among other things, it attempts to draw back to the cities the more prosperous of the families who have left it. Until recently, the renewal program has usually cleared off blighted sections and replaced them with housing units priced in the middle- to upper-income brackets. Most often, as might be expected, the occupants of the site before renewal have been low-income members of a racial minority. They have been displaced by housing which, for economic reasons alone, was available mainly to whites and to very few Negroes. Some civil rights groups therefore have dubbed urban renewal "Negro removal."[9]

Renewal agencies are required by law to relocate displaced families into "decent, safe and sanitary" housing. Relocation procedures have recently received a great deal of criticism throughout the nation. Whether or not all of it is valid, it is an undeniable fact that most relocatees move only a short distance from their former homes. One study found, for example, that two-thirds of them relo-

cated within a radius of twelve city blocks. As a result, displaced low-income minorities ring the renewal site.

Sometimes this movement appears to set off a chain reaction. Whites in the neighborhoods to which the displacees move take up residence elsewhere—as do some of the more secure Negroes. The ultimate effect too often is to touch off spreading waves of racial change, which in the end only produce a broader extension of segregated living patterns. Thus, if the FHA, VA, and public housing programs have helped produce metropolitan areas which increasingly resemble black bullseyes with white outer rings, urban renewal has too often created small white or largely white areas in the center of the bullseyes—simultaneously causing the black ghettos to expand outward even further.

Combined with rapid population growth in the metropolitan areas, the interacting effects of federal policies and practices in the postwar era did much to produce the present segregated patterns. But they were not the only factors. Clear discrimination by private individuals and groups—including the mortgage, real-estate, and home-building industries—has also played its part. The activities of the "blockbuster" provide a good focus for examining the way this works.

The *modus operandi* of the blockbuster is to turn over whole blocks of homes from white to Negro occupancy—the quicker the better for his own profits, if not for neighborhood stability. Once one Negro family has entered a block, the speculator preys on the racial fears and prejudices of the whites in order to purchase their homes at prices as low as possible—often considerably below fair market value. He then plays upon the pent-up housing needs of Negroes and resells the same houses at prices often well *above* their value in a free market situation. Often he makes a profit of several thousand dollars within a period of a few days. Studies have indicated that skillful blockbusters frequently double their investments in a brief interval. They can do this only because tight residential restrictions have "dammed up" the Negro need for housing to such a point that its sudden release can change the racial composition of a neighborhood within a matter of weeks or months. Apart from the damage done to both sellers and buyers and to the structure of the neighborhoods themselves, blockbusters have a far wider negative impact. By funneling Negro housing demand into limited sections of the city (usually around the edges of the Negro slums, since these neighborhoods are easier to throw into panic), the

blockbusters relieve much of the pressure which might otherwise have encouraged the dispersion of Negroes throughout the metropolitan areas.[10]

Technically speaking, blockbusters represent an unscrupulous minority of the real estate industry—"outlaws" in a moral if not a legal sense. However, their activities would not prove profitable if racial restrictions on place of residence were not accepted and enforced by the large majority of builders, brokers, and lenders, backed by the supporting opinion of large segments of the white public.

By restraining the Negro market and permitting its housing needs to be satisfied only on a waiting-list basis, "reputable" members of the banking and housing industries have helped perpetuate the conditions under which their less-scrupulous colleagues can flourish. For reasons they consider entirely justifiable, they guard assiduously against the entry of Negroes into white areas. In recent testimony before the Commissioners of the District of Columbia, the President of the Mortgage Bankers Association of Metropolitan Washington stated bluntly that "applications from minority groups are not generally considered in areas that are not recognized as being racially mixed." A study by the Chicago Commission on Human Relations found that such a policy was pursued by almost all lending sources in that city. Voluminous evidence from both social research surveys and testimony before legislative and executive bodies indicates that the same is true of most real-estate boards in cities throughout the country.

Supporting this activity is the subjective equivalent of the ostensibly objective economic argument that underlay federal housing policy for years: the belief in neighborhood homogeneity—that is, neighborhood exclusiveness. The general attitude of much of the public (or the most vocal) has been that neighborhoods were better off when the people within them all belonged to the same broad socioeconomic groups and had the same ethnic or racial origins. In practice, of course, this commitment to neighborhood homogeneity has tended to exclude individuals who fell below a certain status level, not those who were above it. The latter, however, usually have "excluded" themselves in neighborhoods restricted to occupants of their own status.

After 1948, when the Supreme Court ruled that racial and religious covenants were unenforceable in the courts, minority groups began to find it somewhat less difficult to obtain access to neighborhoods on the basis of financial status and preference. Still, neigh-

borhood exclusiveness remained a commonly accepted value, widely enforced by the real-estate, home-building, and lending industries. It served as the final factor in the constellation which created the nation's new patterns of residential segregation.

The Shape of the Future

The future shape of metropolitan areas, in racial terms, is outlined clearly in population statistics. The growth of segregated patterns has attained a momentum that now tends to be self-sustaining. Most of the young white families who will provide the future increase in white population have moved outside the city limits. In Washington, D. C., for example, half of the remaining white population (children included) are over the age of forty. Even among the young adults, a disproportionate number are single.[11]

On the other hand, the central cities continue to be the place of residence of Negroes of all ages, including the young couples and teenagers approaching maturity who provide the potential for future population growth. Left to themselves, these population patterns can have no other effect than to swell the ghettos and further exacerbate the color dichotomy between cities and suburbs.

What steps would be necessary to halt or reverse these trends? The magnitude of the effort required is suggested by statistics computed by George Schermer for the Philadelphia metropolitan area. Schermer has estimated that merely to prevent the current areas of Negro concentration from expanding further would require an annual outflux of 6,000 Negro households. To *reverse* the trend and to disperse the Negro population evenly throughout the metropolis by the year 2000 would require the entry of 9,700 Negro households *annually* into currently white districts and the counter-movement of 3,700 white families into areas now Negro. No comparable shift of populations is presently occurring in Philadelphia or in any other metropolis. And, each year that the ghettos continue to expand, these figures grow progressively larger.[12]

The Costs of Segregation

Today's wide-scale patterns of segregation, and the prospect of their further expansion, have several extremely important consequences for the nation as a whole. One of the most dramatic of the current ramifications is the fact that the problems long associ-

ated with the Negro ghetto because of generations of discrimination —educational deficiencies, high rates of illness and social disorders, low employment rates, and predominantly low incomes even among those who are employed—all press with increasing force upon the cities as the ghettos continue to grow. At the same time, the financial and leadership resources of the cities have been severely depleted by the middle-class white movement to the suburbs. As a separate political entity, the city has, with growing force, been deprived by the expanding rings of suburbia of the resources it needs to set its house in order.

The newly emergent residential patterns have thus transformed segregation from a parochial concern largely confined to the South (though posing a moral dilemma for the entire nation) into the hardest kind of practical economic problem affecting all the urban centers of America.[13]

But the problem no longer stops at the city line. Today, segregation increasingly threatens the rational planning and development of entire metropolitan areas—a consequence of profound significance in light of continued population growth and the scarcity of urban land, which make it essential that future generations be housed in a less haphazard fashion.

In recent years choice land on the periphery of the larger cities has been devoured at a ferocious rate. In metropolitan Philadelphia, for example, while the population of the "urbanized" or heavily built up area grew by 24 per cent during the 1950's, its geographic spread doubled. This reckless consumption of land cannot continue much longer. Municipalities are already grappling in various ways with the challenge of making more efficient use of the land which is still within feasible commuting distance. The aim of their plans is to keep the metropolitan areas fit places in which to live, with a satisfactory balance of the various elements that together constitute an adequate human environment: homes, commercial and cultural centers, adequate transit facilities, industries, parks, and other necessities and amenities.

In metropolitan Washington, regional planning agencies recently devised a "Plan for the Year 2000." This plan is essentially a general set of principles for meeting the needs of a population that is expected to grow to more than twice its present size before the end of the century. The plan suggests that future growth be channeled along six radial "corridors" extending outward in star fashion from the central city. Highways and transit lines would run along-

side the corridors; centers of commerce and various service areas would be located at appropriate intervals. To preserve as much as possible of the green countryside, parks and open recreation areas would be placed between the corridors.

The plan, however, fails to take into account one vital consideration: the effect of race. If the movement of the city's population continues in its present directions, three of the planned corridors will be heavily Negro. They will have their central origins in neighborhoods which currently are Negro and which already are expanding outward in the directions proposed by the plan. The other three corridors will be almost exclusively white, since they originate in the only white residential areas that remain within the city. Thus segregation will be extended for an indefinite period into the new suburbs. If, on the other hand, Negro expansion is cut off along the three corridors which are presently "open," the future population growth will be forced back into the city, thereby intensifying dangerous pressures which already exist.[14]

Still another instance of the way racial segregation thwarts planning can be found in the emerging new towns which, in some parts of the country, at least, may soon begin to offer an alternative to the previous norm of suburban sprawl. These new communities—of which Reston, Virginia, and Columbia, Maryland, both already underway, are two important examples—will be planned and built from the outset as complete urban complexes, with a full panoply of shopping, employment, and recreational facilities. The most comprehensive of the new towns will also contain a wide selection of housing, ranging from bachelor apartments to large single houses, so that the residents will be able to satisfy their changing needs without moving from the community. Over-all population densities in these new communities will be considerably higher than in the dormitory suburbs of the recent past. Yet, through imaginative planning, they can offer their residents an even greater sense of spaciousness and privacy.

Already popular in Europe and Great Britain, the new town concept offers important advantages over the formlessness that characterizes America's postwar suburban development—advantages that accrue not merely to the residents of the towns but to the entire nation. The new towns offer a way of comfortably accommodating population growth while conserving irreplaceable green space. The proliferation of multi-million dollar superhighways can be slowed down. Pollution of the air by exhaust fumes will be re-

duced. Speedy, economical mass transit systems, now virtually unfeasible in many areas because of the low density and wide geographic spread of suburban growth, will become practical once more. There will even be substantial savings in taxes for municipal services, as well as in utility and commuting costs.

But the new towns, despite the hopeful prospect they represent, also confront the ever-present specter of race. To be successful in realizing their diversified goals, the towns will require a large number of service workers—including manual laborers, domestics, custodians, and sales people, to mention only a few categories. Today, the only significant reservoir of labor available for many of these occupations is the Negro population. Furthermore, civil rights laws now require equal access by all citizens to employment opportunities. Yet, in most instances, the new towns will be located too far from the central cities for easy and economical commuting. Thus, in all likelihood, the workers will have to be housed in the towns themselves.

But on what basis? Will the new towns contain, from the outset, pre-planned ghettos? If not, how is integration to be accomplished, given the differential income levels of the people involved and the many problems connected with providing low-cost housing under private auspices? Even if this last obstacle is overcome—as might be possible if Congress implements new and imaginative forms of governmental aid and subsidy—will white Americans long conditioned with the encouragement of their own government to rigid spatial separation, not only of races but of economic groups, accept any other arrangement?

If, on the other hand, the new towns do not offer accommodations to families of low income, what will happen as they draw away more and more of the cities' remaining affluent residents, while providing no comparable outlet for their growing low-income populations? Will vast new towns then be planned especially for the low income populations, thus extending patterns of racial segregation upon a scale even now unknown? Or will the cities merely be expected to absorb the population increase indefinitely?

Within some cities, the low income housing needs are already reaching crisis proportions. In Washington, D. C., for example, public attention has recently been focused on the problem through widespread civic protests. With virtually no vacant land remaining, and with a population which has grown since 1960 both in total numbers and in the proportion of low-income Negroes, Washington

now faces a perplexing dilemma indeed. Virtually every improvement of any magnitude in its physical structure, whether publicly or privately sponsored, further reduces an already inadequate low income housing supply.

Development of expressways to relieve traffic congestion has been threatened as a result. Even code enforcement aimed at improving housing conditions is endangered because it often results in evicting poor families with no place else to live. Yet private construction, stimulated by Washington's booming economy and unhampered by considerations that often affect public action, is proceeding apace. Almost all centrally located homes which are privately renewed for occupancy by middle-class families, and many of the sumptuous new apartment houses and office buildings as well, gain their valuable land by removing additional units from the low income housing supply. Some Washington observers are wondering how much longer this process can continue without triggering racial outbreaks similar to those which have already disfigured other major cities.

The complex issues which surround land development, both present and future, constitute only one of the concerns made increasingly problematical by the city-suburban racial split. Paradoxically, it presents obstacles also to current major attempts to aid minority groups in escaping from poverty and deprivation.

A good case in point is the multiple efforts to upgrade Northern public schools in a state of *de facto* segregation. For the most part, these schools are desegregated in principle, but because of surrounding residential patterns have become segregated in practice. A considerable amount of this segregation, it should be realized, occurred during the fifties as a direct result of population shifts. At the time of the Supreme Court decision barring school segregation, Washington, D. C., which is located among the border states, had a completely segregated educational system. Once the decision was announced, the city immediately desegregated. Yet only a decade later, because of intervening population shifts, the school system once again is almost entirely segregated. "Resegregation" is the term some concerned local citizens have coined for this disturbing phenomenon.

De facto segregation tends to create poor, inadequately serviced schools. The concentration of culturally disadvantaged Negro children makes it difficult to provide the intensive programs they need to reach an equal footing with their white contemporaries. In racially

mixed schools, their deficiencies are leavened through contact with children more fortunate in background and home environment. One attempted solution has been to bus Negro children to better schools which are underutilized and for the most part are predominantly white. But this approach has met with strenuous resistance from many of the parents (including some Negroes) whose children attend the better schools. Some officials fear that continued busing in the face of such protests would cause even more middle-class whites to leave the cities and thus make the situation even worse in the long run.[15]

The whole problem is exacerbated by the fact that most heavily Negro schools are located in the older and more depressed neighborhoods of the city. Both the schools and their surroundings are often in physical and social decay. Thus, in addition to everything else, it becomes difficult to attract or keep good teachers.

But the nation quite rightly, although belatedly, has committed itself to providing equal educational opportunities for all its citizens. In the face of *de facto* segregation, it is now trying to meet that commitment by a huge complex of experimental programs costing millions of dollars. If the programs are successful, their extension to all those who need them will ultimately mean the spending of many more billions. But aside from the question of money, the nation currently confronts the much more difficult question of whether the programs can in fact work, given the complex of environmental obstacles which exist.

Most of the dilemmas and problems posed by residential segregation in the United States are brought into focus by the current war against poverty. Can poverty among Negroes ever be eliminated while rigid segregation increases within the metropolitan centers? On the other hand, can the metropolitan areas ever be desegregated as long as the majority of Negroes remain poor? As segregation continues to grow and Negroes reach numerical predominance in more and more urban centers, will not the cities which house the majority of the nation's industrial and commercial life find themselves less and less able to cope with their problems, financially and in every other way? What then will be the answer for the metropolitan complexes where two-thirds of America's population currently reside and where as much as 85 per cent of the nation may live by the year 2000?

Aside from these large and basic questions of public policy and social change, residential segregation causes havoc on a more per-

sonal and individual level. And the personal damage is not to Negroes alone. Many of the neighborhoods newly entered by Negroes since World War II have been occupied by middle-aged and retired white families who often look upon their current homes as being their last—and whose emotional attachment to both house and neighborhood is based upon ties of familiarity and friendship built up over many years. These occupants feel deeply threatened by the entrance of a Negro family. The result often is mental stress, misery, and loneliness, as well as a sense of overwhelming personal loss at being "forced" to leave a home and neighborhood one had grown to love.[16]

The effects of precipitate change are particularly sad in ethnic neighborhoods where much of the community's life has centered around a house of worship and where neighbors often include kinfolk as well as friends. In such cases, the change is harmful not only to individual families but to institutions and social organizations that can rarely survive transfer to another location. Constant change is normal, of course, and neighborhood institutions should adapt constructively to it and help their members to adjust. Nevertheless, many institutions are unprepared, and the rapidity of racial change often gives them little opportunity to catch up with their responsibilities.

In all these ways, then, residential segregation is or has become central to major domestic problems of the nation. There is no way to determine the ultimate sum of its costs. It ranges into so many areas that it may accurately be designated the key question of our national life in the 1960's.

The Upsurge of Civic Concern

Over the past decade and a half, as the situation has worsened, the significance of residential segregation has steadily been pushing itself into the forefront of the national consciousness. As public comprehension has grown, one response has been a groundswell of concern and action on both public and private levels. This development cannot be overvalued. It is a change of almost revolutionary proportions, a change that has been accomplished not through violence or political disorder but through the constitutional mechanisms of the government and through the exercise of individual freedoms that form the basis of American society. Yet, this counteraction, despite its importance, is in itself presently insufficient for the task

at hand. The best way to indicate both the limitations of the current activity and the general direction in which the country must now move is to outline the various ways in which mounting public concern has expressed itself.

Between 1950 and today, the federal government has completely reversed its racial policy, moving from official sanction of segregation to a Presidential order that prohibits discrimination in any housing receiving federal assistance. The first official impetus for this change came in 1948, when the Supreme Court ruled that restrictive racial covenants were legally unenforceable. At first the Federal Housing Administration declared that the decision was inapplicable to its operation. Finally, late in 1949, it removed the model covenant and all references to neighborhood homogeneity from its manual and declared that after February 1950 it no longer would insure mortgages having restrictive covenants. The Veterans Administration and the Urban Renewal Administration both issued similar statements.

Further changes ensued. By 1960, they included the following: both the FHA and VA had ruled that the insured property they acquired (usually under foreclosure proceedings) would be made available to all buyers or renters, regardless of race, creed, or color; the administrative head of the FHA had instructed local offices to take "active steps to encourage the development of demonstrations in open occupancy projects in suitably located key areas"; both the FHA and VA had signed a series of formal agreements of cooperation with state and local agencies responsible for enforcing laws and ordinances against housing discrimination; the government had dropped a system of racial quotas in housing built for persons displaced by urban renewal; and it also had banned discrimination in a special loan program to assist the elderly in their housing needs.

These regulations and directives clearly represent a large stride forward from the directly discriminatory policies pursued before 1950. Yet their practical effect on the rigid patterns of segregation that had developed over the years was very small. In 1962, federal reports revealed that nearly 80 per cent of all public housing projects receiving a federal subsidy were occupied by only one race. Segregated projects were located as far North as Scranton, Pennsylvania, and Plattsburgh, New York—and, as might be expected, in practically every locality in the South. The vast majority of new suburban housing backed by FHA and VA mortgage guaran-

tees was occupied exclusively by white families. A scattering of developments built on urban renewal sites were made available to both Negroes and whites; but they were limited mainly to the largest cities of the North and West and generally priced at or close to luxury levels. Where integration existed, it was largely the result of state and local laws rather than national directives. Only seldom, however, were these laws adequately enforced.[17]

Nonetheless, by 1962, partly because of the ineffectiveness of previous changes, it had become clear that the broad problems of discrimination and segregation were too interwoven to be solved with piecemeal changes in federal policy. The first step toward a more comprehensive approach came on November 20, 1962, when the late President Kennedy issued an Executive Order barring discrimination in all housing receiving federal aid after that date. At the end of April 1964, it was estimated that 932,000 units of housing had come under the directives of the Order. In June 1964, it was estimated that between 12 and 20 per cent of all new residential construction was covered.

But the segregation that had developed in previous years still remained. Charles Abrams summed up both the limitations and the value of the Executive Order shortly after it was issued in the following way:

> The Executive Order will . . . touch only a small fraction of the housing market. If any real gains are to be made, its coverage must be widened or more individual state laws laboriously sought. The President's Order is no more than a small first federal step toward breaking the bottleneck in housing discrimination.
>
> Nevertheless, its importance cannot be discounted. First steps in civil rights legislation have often led to second steps when the will to move ahead has been present.[18]

The federal government has also made special, though limited, efforts to mitigate the unintended racial effects of its housing programs. Housing legislation gave the FHA, in cooperation with the Federal National Mortgage Association, the right to issue insured loans from government funds at below-market interest rates for housing to be occupied by families with incomes too low to acquire new homes in the private market. This indirect form of subsidy was intended in part to reach a larger number of Negro families. Urban renewal programs have begun to pay more attention to relocation procedures and to stress rehabilitation of existing dwellings rather

than total clearance. In some cities, Community Renewal Programs aided with federal funds are attempting to develop comprehensive plans for housing all groups in the population. In the public housing program, where Negroes predominate, federal action has paradoxically been least decisive. Still, many local authorities have tried to promote racial balance in their projects, and some have been experimenting with various types of nonproject housing scattered throughout the community.

But the fundamental orientations of the federal programs remain today—as do the deeply entrenched consequences of their operation throughout the peak years of the post-World War II housing boom. It will take more than piecemeal efforts to shatter such a solid foundation for the continued growth of segregated living patterns.

While the federal government was moving toward its policy of nondiscrimination in housing, many states and municipalities were moving in the same direction—and, in recent years, at a more rapid pace. Prior to 1954, only a few of the states in the North and Midwest had legislation which barred discrimination in any segment of their housing supply. The laws usually covered only low-rent public housing and, occasionally, units receiving such special forms of assistance as tax exemptions or write-downs on land costs.

As of mid-1965, however, sixteen states and the District of Columbia had barred discrimination in a substantial portion of their private housing supply. At the 1960 census these states together contained about eighty million people, or 44 per cent of the total population. Thus nearly half the citizens of the United States are now living in communities whose public policy is clearly opposed to deliberate segregation on the basis of race—even in housing built under private auspices. President Kennedy's Executive Order of 1962 therefore was basically an extension on the federal level of a principle already gaining widespread acceptance in states and localities across the nation.

However, mere nondiscrimination cannot by itself overcome the problem of segregation. It will take vigorous positive efforts on the part of government and private citizens to halt, let alone reverse, trends now so firmly entrenched.

Contributors to Change

Changes in public policy can usually be attributed to the determined efforts of a small minority of citizens who recognize a need

and work tirelessly to bring it to public attention. In no case has this been more true than with residential segregation. Led by the National Committee Against Discrimination in Housing—a small and meagerly financed organization which grew out of the first successful campaigns for housing laws in New York—religious, civic and labor groups in many parts of the country have spearheaded similar campaigns in their own states and cities. The resulting laws have provided a foundation upon which other types of private effort could build.

A second important variety of private effort toward housing desegregation is the intentional development of new housing on an open-occupancy basis. Beginning in 1937 with a small Quaker-sponsored project in southwestern Pennsylvania, the spontaneous development of nondiscriminatory housing by private groups got underway in earnest following World War II. Despite concerted opposition by the federal government, many local governments, and most segments of the real estate industry, a 1956 survey found that some fifty new interracial communities had been produced by private efforts up to that time. Some of them had been inspired by civic and social service organizations to foster racial equality, but a number had been constructed by businessmen for profit. Today, such developments are estimated to number in the high hundreds or even the thousands.[19]

In a third approach, "grass-roots" organizations in many cities across the country have sought to stabilize the occupancy of their own neighborhoods following the entry of Negroes. In numerous instances they have accomplished what many once thought impossible —quelling panic, avoiding possible violence, maintaining sound neighborhood conditions, even bringing new white residents into areas where formerly the prognosis had been for complete transition to all-Negro occupancy.[20]

Finally, in the suburbs of a number of cities, concerned white residents have banded together to help open their own neighborhoods to Negro families able to pay the price. The first of these "fair housing committees," established in Syracuse, New York, in the mid-1950's, was sponsored by the local Quaker Meeting. Religious influence of various denominations remains strong in many of the later organizations, now estimated to number more than one thousand.[21]

These private efforts represent one of the most encouraging examples of the inherent strength of American democracy and its

capacity for change. They have helped shatter many racial myths, have opened new housing opportunities for Negroes in areas not previously open to them, and have done much through practical demonstration to alter the attitudes of the white majority toward the prospect of Negro neighbors.

But in the face of population forces, they can have little effect in destroying racial segregation. The point was passed some years ago where either legal bars against discrimination or the best-intentioned of meagerly financed "grass roots" endeavors could accomplish the task. If Americans wish not only to create truly equal opportunity for all, but also to solve the many domestic problems which stem from inequality and the artificial separation of the races, they must now be prepared to move beyond mere nondiscrimination and good will—in a sense, beyond equality—into an area of positive and aggressive efforts to undo the damage already done. It will require a massive national effort, calling upon the full resources of both the public and private sectors.

The Task and the Methods

That the country possesses the fundamental resources it needs to solve the problem is fortunately clear. What is required is less the creation of new mechanisms than the effective harnessing and, where necessary, the reorientation, of those which already exist. Otherwise it will be impossible to meet the goal of rendering segregated housing patterns ineffective as an obstacle to the objectives of the "Great Society."

This aim, it must be stressed, need not be sought through methods which run counter to the basic tenets of American democracy. For example, it need not be attempted through forced redistribution of population. Force is not only intolerable, but unnecessary. The normal mobility of the American people is so great (about half of all households moved during the latter half of the 1950s alone) that redistribution can be achieved through the operation of free choice—if sufficient resources are applied to make socially desirable patterns of residence as attractive to the public as socially undesirable ones have been in the past.

Nor is it necessary to attempt a rigidly planned dispersal of Negro households. The aim, rather, should be to achieve complete freedom of choice in place of residence without respect to racial barriers. Within this framework of unconstrained choice, some sub-

stantial concentrations of Negro families would doubtless persist, just as Jews have remained in certain neighborhoods even after obstacles to their residing elsewhere have largely been eliminated. But the present monolithic character of the Negro ghettos, their inexorable growth, and the social evils they encourage would be broken.

The following are some specific measures which would help achieve the goal. The list is not all-inclusive; doubtless many readers will think of others which would be of value:

A central federal agency possessing the competence to plan comprehensively for all phases of urban development and the authority to translate plans into effective action. This agency must have the power to draw together federal operations in such diverse areas as housing, urban renewal, highways, transportation, and community facilities and to guide them toward a set of common objectives. The newly created Department of Housing and Urban Development can be such an instrument—if it can overcome the handicap of its origin in the Housing and Home Finance Agency, a loosely knit combination of essentially independent agencies, and achieve better coordination of individually powerful organizations than has the similarly amalgamated Department of Health, Education and Welfare. This will not be easy.

A total strategy for desegregation. The segregation problem is too complex to be solved without a total approach which recognized all the manifold forces which brought it to its present magnitude and threaten to enlarge it further. This approach must take maximum strategic advantage of all available resources and knowledge. It must be adaptable to varying local conditions and flexible enough to permit changes as "feedback" from early applications dictates. But it must be directed always to a clear and unwavering set of goals.

Broadened federal incentives for effective action by local governments and private entrepreneurs. Incentive programs have proved one of the most acceptable means of applying governmental leverage in a democratic system, for they do not involve compulsion and do not infringe upon freedom of choice. In housing, for example, incentives have promoted urban renewal (through grants to local authorities to clear slum land for redevelopment) and the construction of specific types of housing (through liberal mortgage insurance). Incentives must now be used to encourage comprehensive planning and action toward social goals. For example, suitable

incentives can encourage private builders to construct balanced communities serving all population groups, can attract and assist low-income minority families to move to such communities, can stimulate existing neighborhoods to self-renewal and racial stabilization, can encourage local governments to attack segregation in the comprehensive manner it requires by cooperation throughout the metropolitan areas.

Imaginative new forms of subsidy for low-income families. Traditionally, housing subsidies have been available almost exclusively for units built by local nonprofit authorities—chiefly in the form of multi-unit public "projects," which stood apart from their surroundings and amassed the social ills associated with poverty in much the same fashion as did older and less solidly constructed ghettos. More recently, various localties have experimented with methods for widening the range of choice and location in subsidized housing. The Housing Act of 1965 contains provisions which can make subsidies a much more valuable tool in combatting segregation. But their operation toward this end cannot be left to chance; it will require vigorous and imaginative guidance.

Comprehensive measures to increase minority incomes. Any measure which increases the purchasing power of racial minorities will bring a corresponding reduction in the critically important economic barriers to desegregation. Minimum wage floors must be raised; present ones are actually below the level defined by the federal government as "poverty." Federal resources must be directed toward expanding the number of jobs available, particularly for those of limited education. The most important need of the minority poor is for decent jobs at decent pay. Economic measures can and should be tied to housing. For example, low-income minority persons should be trained for the specific kinds of jobs which will be made available in the new, comprehensively planned communities on the outskirts of metropolitan areas. Housing should be planned for them close to these new job opportunities. Similarly, relocation from urban renewal areas should be coupled with a range of services, including training and assistance in finding employment, to help assure that displaced families improve not only their housing conditions but their economic situation as well.

Intensive efforts to improve the attractiveness of central cities. To date, urban renewal, in its efforts to draw middle- and upper-income families back to the urban cores, has focused mainly upon the physical aspects of decay. It is increasingly obvious that social

renewal is required also—that many of the economically more capable families, Negro as well as white and especially those with children, will not be persuaded to return to the central areas until they are assured of protection from the social pathology of the ghetto. City schools, for example, must be drastically improved; yet there is growing evidence that this will require not merely replacement of individual buildings and teaching staffs but also comprehensive restructuring of entire school systems. Crime and violence are among the greatest deterrents to affluent families who prefer to live in central areas, and the cities will be at a disadvantage until they prove that they can control both the chronically lawless and those driven to crime by frustration and economic need.

Vigorous enforcement of anti-discrimination laws and affirmative measures to promote equal opportunity. As noted earlier, anti-discrimination laws in themselves are unable to solve a problem which stems from much broader causes. But, if vigorously enforced, they can prove a most important weapon in the arsenal of measures against segregation. Further, as many of the more effective law-enforcement agencies already recognize, it is not sufficient merely to remain passive and wait for a minority conditioned by generations of segregation to recognize and claim its newly guaranteed rights. Affirmative measures are necessary to promote awareness of the law both among those it protects and those who offend against it.

Expanded support for "grass-roots" citizen efforts. While the efforts of spontaneous, citizen-led groups have had impressive success in helping change attitudes, practices, and laws across the nation, these groups have been severely handicapped by their meager resources. A few have been fortunate enough to receive substantial support, usually from local foundations. Where funds have permitted hiring full-time staff, the increase in effectiveness has often been dramatic. Compared to the many millions spent annually by philanthropic organizations on problems of comparable or even lesser importance, the few thousands devoted to housing segregation have been infinitesimal. This is still another way in which available resources must be redirected if the problem is to be solved.

A national educational campaign. For the first time in American history, the majority of the white public appears aware that discrimination and segregation defeat the goals of democracy. But it is a long step forward from this recognition to a vigorous and affirmative effort equal to the need. This will require a type and degree of

comprehension and commitment, by majority and minority peoples alike, which are still far from achievement.

National consensus is most readily achieved through full information about the problem and stimulation of public debate on the means of solution. A full-scale campaign to arouse and inform the American people must begin immediately if public understanding and support are to reach the necessary levels before segregation grows so much larger that it appears insoluble to many. The turning point may well come with the 1970 Census. If some tangible progress has not been made—or at least a plan of action proposed—before its statistics appear, discouragement may rule.

The core of organized citizen support necessary to mount such a campaign already exists—in such national organizations as the American Friends Service Committee, the Anti-Defamation League of B'nai B'rith, and the National Committee Against Discrimination in Housing and in the hundreds of citizen fair housing groups across the country. But their efforts must be focused, coordinated, and, above all, adequately financed. And they must be brought into the context of related activities such as urban planning and the war on poverty.

The task of eliminating segregation rests ultimately with the American people as a whole—led, as in every major struggle in their history, by a small group of devoted citizens. If they do not succeed, the result will almost certainly be the continued spread of Negro ghettos; large-scale physical blight generated by population pressures and exploitation; economic loss to many citizens of both races; persistent social disorder; and spreading racial tensions which strike at the very foundations of a free and democratic society. The choice is not merely between segregation and desegregation, but between wholesale destruction of property and human values and the continued growth and security of American society itself.

Contents of this article were basically prepared prior to employment of Mr. George W. Grier by the Government of the District of Columbia and Mrs. Eunice S. Grier by the United States Commission on Civil Rights. The opinions expressed by the authors are, therefore, not necessarily reflective of the views of either the Government of the District of Columbia or the United States Commission on Civil Rights.

References

1. There is a vast literature on the implications for local government of the

divergence between population patterns and political boundaries in today's metropolitan areas. For an overview of governmental efforts to cope with the resulting problems, see Roscoe C. Martin, *Metropolis in Transition: Local Government Adaptation to Changing Urban Needs* (Washington, D. C., Housing and Home Finance Agency, September 1963). This study contains an extensive bibliography. An early and prescient discussion of the racial implications of metropolitan population shifts will be found in Morton Grodzins, *The Metropolitan Area as a Racial Problem* (Pittsburgh, Pa., Univ. of Pittsburgh Press, 1958). While Grodzins' prescriptions for solution sometimes seem a bit naive in retrospect, his dramatic presentation of the problem has been amply confirmed by later knowledge. A provocative discussion of the suburbanites' viewpoint toward metropolitan-area-wide cooperation toward solution of urban problems will be found in Charles R. Adrian, "Metropology: Folklore and Field Research," *Public Administration Review,* Vol. XXI, No. 3 (Summer 1961), pp. 148-157.

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2. Unless otherwise indicated, these and all other statistics which deal with population and housing characteristics are drawn from the U. S. Censuses of Population and Housing, which can be found in any well-stocked public library. These censuses, taken at the beginning of every decade, are the nation's most valuable storehouse of data on many social and economic problems.

3. For a detailed discussion of recent population shifts and their bearing on racial patterns of residence, see George and Eunice Grier, "Obstacles to Desegregation in America's Urban Areas," *Race,* The Journal of the Institute of Race Relations, London, Vol. VI, No. 1 (July 1964), pp. 3-17.

   The topic has received intensive treatment by local scholars in a number of major cities. See, for example: Mildred Zander and Harold Goldblatt, *Trends in the Concentration and Dispersion of White and Non-white Residents of New York City, 1950-1960,* New York City Commission on Human Rights, Research Report No. 14. Also: D. J. Bogue and D. P. Dandekar, *Population Trends and Prospects for the Chicago-Northwestern Indiana Consolidated Metropolitan Area: 1960 to 1990,* Population Research and Training Center, University of Chicago, March 1962.

4. The indirect racial effects of federal housing policies are discussed in Bertram Weissbourd, *Segregation, Subsidies and Megalopolis* (Santa Barbara, Calif., Center for the Study of Democratic Institutions, 1964). Also, in more detail, in an unpublished paper by Eunice and George Grier, "Federal Powers in Housing Affecting Race Relations," prepared for the Potomac Institute and the Washington Center for Metropolitan Studies in September 1962.

5. *Our Non-white Population and its Housing: The Changes Between 1950 and 1960* (Washington, D. C., Housing and Home Finance Agency, July 1963).

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6. Chester Rapkin and William G. Grigsby, *The Demand for Housing in Eastwick,* prepared under contract for the Redevelopment Agency of the City of Philadelphia by the Institute for Urban Studies, University of Pennsylvania, Philadelphia, 1960.

7. The federal role in enforcing housing discrimination is documented in Charles Abrams, *Forbidden Neighbors* (New York, 1955). Also in Eunice and George Grier, *Privately Developed Interracial Housing* (Berkeley, Calif., 1960). The latter volume contains, in Chapter VIII, detailed case histories of two post-World War II developments intended for interracial occupancy which were driven to financial ruin by FHA opposition despite powerful private support.

8. Luigi Laurenti, *Property Values and Race* (Berkeley, Calif., 1960).

9. The impact of race upon urban renewal, and vice versa, has been touched upon in many places. Among them: Robert C. Weaver, "Class, Race and Urban Renewal," *Land Economics,* Vol. XXXVI, No. 3 (August 1960). Also L. K. Northwood, "The Threat and Potential of Urban Renewal," *Journal of Intergroup Relations,* Vol. II, No. 2 (Spring 1961), pp. 101-114; and Mel J. Ravitz, "Effects of Urban Renewal on Community Racial Patterns," *Journal of Social Issues,* Vol. XIII, No. 4 (1957), pp. 38-49. For an optimistic view on the consequences of renewal for displaced families, see *The Housing of Relocated Families,* a summary of a Bureau of the Census survey of families recently displaced from urban renewal sites, published by the Housing and Home Finance Agency, Washington, D. C., in March 1965. The "pro-renewal" viewpoint is also presented in *New Patterns in Urban Housing,* Experience Report 104, published by the U. S. Conference of Mayors, Community Relations Service, Washington, D. C., May 15, 1965.

10. Probably the most thorough and telling analysis of the economics involved in racial turnover mediated by real-estate speculators was published by the Chicago Commission on Human Relations, a municipal agency, in 1962. In a single block which had changed from all-white to virtually all-Negro, with heavy involvement by speculators, the differential between the price paid by the speculator and that paid by the Negro buyer upon purchase under an installment contract ranged from 35 to 115 per cent, with an average of 73 per cent. The installment contract itself is a financing device which yields higher-than-average returns to the entrepreneur, so the profiteering only began with the sale. For a graphic description of the activities of these speculators, see Norris Vitchek (as told to Alfred Balk), "Confessions of a Blockbuster," *Saturday Evening Post,* July 14, 1962.

11. Eunice S. Grier, *Understanding Washington's Changing Population* (Washington, D. C., Washington Center for Metropolitan Studies, 1961).

12. George Schermer, "Desegregation: A Community Design," *ADA News,* published by the Philadelphia Chapter of Americans for Democratic Action, July 1960. (Statistics somewhat revised by the author in light of subsequent information.)

13. Municipal governments must now confront the problem of race in many of their decisions. For an overview of local governmental action *vis-à-vis* race as of the early 1960's, accompanied by a good bibliography, see "The City Government and Minority Groups," *Management Information Service,* International City Managers Association, Report No. 229, February 1963.

This report can be obtained from the Potomac Institute of Washington, D. C., which participated in its preparation. See also many of the publications of the U. S. Commission on Civil Rights dealing with local practices in housing, employment, and so forth. But the extent to which racial considerations now affect local decisions in many subject areas is only scantily documented.

14. The relationship of racial factors to the Washington metropolitan plan is discussed in George B. Nesbitt and Marian P. Yankauer, "The Potential for Equal Housing Opportunity in the Nation's Capital," *Journal of Intergroup Relations,* Vol. IV, No. 1 (Winter 1962-1963), pp. 73-97.

15. The problem of *de facto* educational segregation and the civic conflict it often creates has been widely discussed in the public print. The *New York Times Index* is an especially useful source. For more scholarly treatments, see Max Wolff (ed.), "Toward Integration of Northern Schools," special issue of the *Journal of Educational Sociology,* February 1963. Also, "Public School Segregation and Integration in the North," special issue of the *Journal of Intergroup Relations,* November 1963. A provocative view on the feasibility of desegregation will be found in James B. Conant, *Slums and Suburbs* (New York, 1961).

16. The pain caused to long-time residents of ethnic neighborhoods by forced relocation in connection with urban renewal has been documented in Marc Fried, "Grieving for a Lost Home," in Leonard J. Duhl (ed.), *The Urban Condition* (New York, 1963). No doubt much the same kind of agony is caused when long-established white residents feel "forced" to give up their homes in changing neighborhoods.

17. The most complete and reliable source of up-to-date information on the status of housing anti-discrimination laws and ordinances throughout the nation is *Trends in Housing,* published bi-monthly by the National Committee Against Discrimination in Housing, 323 Lexington Avenue, New York, N. Y. 10016. A comprehensive analysis of action at all governmental levels up to the period just before the Federal Executive Order of 1962 will be found in Margaret Fisher and Frances Levenson, *Federal, State and Local Action Affecting Race and Housing,* National Association of Intergroup Relations Officials, September 1962. The texts of state and local laws as of the end of 1961 are summarized in *State Statutes and Local Ordinances Prohibiting Discrimination in Housing and Urban Renewal Operations,* published by the Housing and Home Finance Agency, Washington, D. C., December 1961.

18. Charles Abrams, "The Housing Order and its Limits," *Commentary* (January 1963). For another discussion of some of the limitations of the Order, as well as a legal rationale for its extension, see Martin E. Sloane and Monroe H. Freedman, "The Executive Order on Housing: The Constitutional Basis for What it Fails to Do," 9 *Howard Law Journal* (Winter 1963).

19. A nationwide study which examined the experiences of some fifty private housing developments open from the outset to interracial occupancy is

reported in Eunice and George Grier, *Privately Developed Interracial Housing, op. cit.* A more recent but less comprehensive compilation of experience, which leads nonetheless to many of the same conclusions, is found in *Equal Opportunity in Housing—A Series of Case Studies* (Washington, D. C., Housing and Home Finance Agency, June 1964).

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20. The experiences of various neighborhoods with efforts to achieve racial stabilization have been discussed in the public print, oftentimes in local newspapers. Among the more valuable studies on this topic is Eleanor Leacock, Martin Deutsch, and Joshua A. Fishman, *Toward Integration in Suburban Housing: The Bridgeview Study* (New York, Anti-Defamation League of B'nai B'rith, 1964).

ordered 1/13/66 for 75¢

21. An excellent presentation of techniques which have been found useful in efforts to promote open housing opportunities in neighborhoods formerly closed to Negroes is contained in Margaret Fisher and Charlotte Meacham, *Fair Housing Handbook*, published jointly by the National Committee Against Discrimination in Housing and the American Friends Service Committee, 1964. See also various issues of *Trends in Housing*.

in res. files

April 20, 1967

The Producers' Council, Inc.
1717 Massachusetts Avenue, NW
Washington, D. C. 20036

Gentlemen:

Please send us one (1) copy of "Building Codes and and the Producers of Building Products," by Douglas E. Parsons.

Please enclose bill for this report.

Thank you.

Moreland Griffith Smith, FAIA
Director, Urban Planning Project

MGS/vmb

JULY 10-21, 1967

THIRTEENTH ANNUAL

Summer Institute

in

URBAN PLANNING

Georgia Institute of Technology

Atlanta, Georgia

. . . . . .

Sponsored jointly by

The Georgia Institute of Technology

and

The University of Arkansas

Conducted by

The Department of Continuing Education

REGISTRATION APPLICATION

SUMMER INSTITUTE IN URBAN PLANNING

July 10-21, 1967

Mail to: **DIRECTOR • DEPARTMENT OF CONTINUING EDUCATION • GEORGIA INSTITUTE OF TECHNOLOGY • ATLANTA, GEORGIA**

_____ _____ _____

Name Position Age

_____

Organization

Address_____

Street City State Zip Code

EDUCATION (High School — College)_____

Brief description of present duties_____

☐ Check here if you intend to bring a car to the campus.

Registration Deadline: June 30, 1967

Registration Fee — $250.00

Make remittance payable to: **Georgia Institute of Technology.**

THIRTEENTH ANNUAL SUMMER INSTITUTE
IN URBAN PLANNING

Georgia Institute of Technology
Atlanta, Georgia

July 10-21, 1967

Monday, July 10

9:00 a.m. Introduction of participants, distribution of course materials and explanation of the program
Professors Menhinick, Little and Bonner

THE FRAMEWORK OF URBAN PLANNING

10:00 a.m. Planning Objectives
Statutory Basis
Professor Menhinick

11:30 a.m.—1:00 p.m. Lunch

1:00 p.m. The Planning Agency
Professor Bonner

STUDIES AND ANALYSES

Tuesday, July 11

A.M. Existing Land-Use Surveys and Analyses
Mr. Doyle

P.M. Future Land-Use Planning
Mr. Doyle

Wednesday, July 12

A.M. Economic Base Analyses
Professor Gould

P.M. Population Analyses
Mrs. Breland

Thursday, July 13

A.M. Human Aspects of Planning
Professor Gould

P.M. Transportation Studies and Analyses
Professor Bonner

PLAN PREPARATION

Friday, July 14

A.M. Transportation Studies and Analyses (continued)
Professor Bonner

1:00 p.m. Urban Mass Transportation vs. Sommerville

3:00 p.m. Future Transportation Planning

Saturday, July 15

Field Trip to Points of Planning Interest in Atlanta

Sunday, July 16

Free Day
Assistance in planning recreation will be provided

PLAN IMPLEMENTATION

Monday, July 17

A.M. Zoning
Professor Menhinick

P.M. Zoning (continued)
Professor Menhinick

Tuesday, July 18

A.M. Planning for Schools and Other Public Buildings
Professor Little

P.M. Urban Renewal
Mr. Rupnow

Wednesday, July 19

A.M. Planning for Utilities and Public Open Spaces
Professor Menhinick

P.M. Construction and Housing Codes
Mr. Wayne Moore, Jr.

Thursday, July 20

A.M. Land Subdivision Regulations and Related Controls
Professor Little

P.M. Long-Range Capital Improvement Programming and Capital Expenditures Budgeting
Professor Little

Friday, July 21

8:30 a.m. Planning Administration
Professor Little

10:00 a.m. Institute Summary and Critique
Award of Certificates

12:00 noon Adjournment

Objective

The urban planning institute is designed to offer training in basic planning techniques used to carry out the normal functions of a local planning agency. The contents and methods of conducting the courses are fitted to the needs of those in city planning or related fields who have not had professional training or who wish to broaden their training. Emphasis is on techniques and their application rather than on theory.

Participants

The institute is open to city officials, highway planning engineers, building inspectors and others working in the field of federal, state, and local government, members and staffs of planning commissions, housing authorities and redevelopment agencies, and men and women in the fields of building, investment, industry and other fields related to city planning. Enrollment will be limited to assure discussion opportunities and participation essential to the program. No academic credit will be offered.

GENERAL INFORMATION

Admission

Enrollment will be limited to assure those who attend maximum benefit from the institute. Application must be made ten days prior to the beginning of the institute, and early application is strongly advised. The institute reserves the right to select from the applicants those whose qualifications suggest they will benefit most from the course. Admission is not transferable except by specific authorization after the qualifications of the proposed substitute have been reviewed. Applications received after the registration deadline will be considered only if space is available and at the discretion of the Admissions Committee.

The registration fee for this ten-day institute is $250.00 and should accompany each application. The fee will be returned to those not accepted for admission. If a registrant cannot attend, his fee will be refunded if notification of his withdrawal is received not later than the registration deadline, June 30, 1967.

Housing

Hotel reservations should be made directly with the hotel of your choice as far in advance as possible. More complete information on hotels, including prices, will be included in the registration acknowledgment.

Parking

Parking permits can be issued to registrants but parking on the campus is critical and no guarantee of parking space can be made.

Course Method

The basic course consists of seminars with extensive participation by those in attendance, assigned readings, seminar outlines and bibliographies, and the award of certificates to those who complete the course. There will be occasional evening meetings. All classes will be held in air-conditioned meeting rooms on the Georgia Tech campus.

Partial Listing of Participating Faculty

Howard K. Menhinick, Regents' Professor of City Planning, Georgia Institute of Technology

Malcolm G. Little, Jr., Associate Professor of City Planning, Georgia Institute of Technology

William S. Bonner, Professor, City Planning Division, University of Arkansas

Margaret C. Breland, Regional Planner, Atlanta Region Metropolitan Planning Commission

John Gould, Associate Professor of City Planning, Georgia Institute of Technology

Robert L. Sommerville, President, Atlanta Transit System, Inc.

Seminar Schedule

The first seminar session will be held on Monday morning, July 10, 1967, at 9:00 a.m. Thereafter, morning sessions will meet from 8:30-11:30 a.m. Afternoon sessions will meet from 1:00-4:00 p.m.

Please send final announcements on the following programs:

MANAGEMENT AREAS

- ☐ Personnel Administration
- ☐ General Supervisors Short Course
- ☐ Statistical Analysis for Management
- ☐ Profit Improvement Analysis
- ☐ Management Dynamics & Effective Decision Making (one or two week course)
- ☐ Management for Engineers
- ☐ Budgeting & Accounting for Industrial Managers
- ☐ Short Course in Municipal Utility Rates
- ☐ Management Applications of Mathematical Programming
- ☐ Management of Improvement Symposium

ENGINEERING AREAS

- ☐ Material Handling Short Course
- ☐ Project Management with CPM & PERT
- ☐ Methods of Operations Research
- ☐ Short Course in Statistical Experimental Design for Engineers
- ☐ Chief Industrial Engineer's Seminar
- ☐ Traffic Engineering Short Course
- ☐ Theory of Land & Engineering Surveys
- ☐ Nuclear Engineering Fundamentals
- ☐ Urban Transportation Planning & Analysis
- ☐ Fundamentals of Engineering Statistics
- ☐ Creativity in Engineering
- ☐ Effective College Recruiting and Engineering Education

SPECIAL INTEREST PROGRAMS

- ☐ Protective Relaying Conference
- ☐ Industrial Developers Seminar
- ☐ College Recruiting Seminar/Workshop
- ☐ Functional Analysis and Numerical Methods
- ☐ Annual Institute in Urban Renewal
- ☐ Urban Planning Institute
- ☐ Institute for Planning Aides

Please make a tentative reservation for me in the following course(s):

Course Name _____

Course Dates _____

Please place my name on a permanent mailing list for:

- ☐ Management
- ☐ Engineering
- ☐ Other (Please specify) _____

_____

Name _____

Position _____

Company Name _____

Company Phone _____

Company Address _____
Street

_____
City State Zip

Place
Stamp
Here

Director
Department of Continuing Education
Georgia Institute of Technology
Atlanta, Georgia 30332

DATA SHEET 19
(1967 Supplement)
Institute for Applied Technology

INSTITUTE FOR APPLIED TECHNOLOGY
National Bureau of Standards
Washington, D.C.

NEW RESEARCH PROJECTS

Wilson
Maeland Smith

"Building Systems Innovation:" The project objective is to provide a measurably improved building performance for a selected building type in the normal GSA-PBS building program at favorable cost effectiveness benefits. Performance specifications based upon user requirements will be prepared. The feasibility of using portions of the GSA building construction program to cooperate with private industry in developing new or improved building systems will be studied. Director: Robert Blake (100%). Sponsor: General Services Administration. Budget: $1,247, 000. Date begun: June 6, 1966. Date of anticipated completion: June, 1969.

RESOURCES

This issue of Resources *reports on some of the more significant events of 1968 relating to the use and management of natural resources. The selection is by no means comprehensive; it does, however, seek to give a representative section of the year's activities that may have long-range implications for future policy making.*

Some Highlights of 1968

NUMBER 30 RESOURCES FOR THE FUTURE, INC. JANUARY 1969

TRAVAIL IN THE NORTHEAST CORRIDOR

THE YEAR 1968 came and went with no market test of high-speed train service in the Northeast Corridor but with new evidence of strong demand for air travel along the Washington-New York-Boston axis.

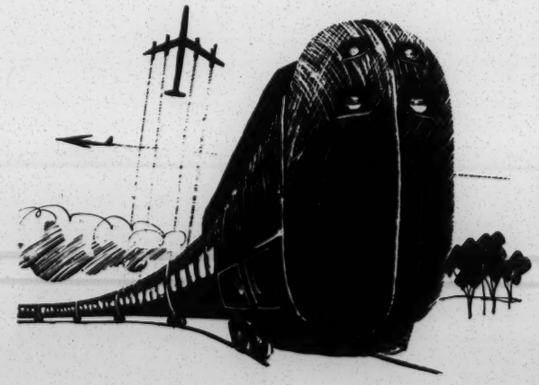
While technical difficulties continue to delay the start of the Department of Transportation's program to test demand for fast, reliable train service between the three cities, another arm of DOT—the Federal Aviation Administration—was forced to announce ceilings on the number of flights in and out of John F. Kennedy, La Guardia, and Newark airports in the New York area, and Washington National Airport in the nation's capital. The announcement followed a period of increasing congestion at these airports, a congestion emphasized by the action of flight controllers "working to rule" in order to highlight the potential hazards that further traffic could cause. Time lost in "holding" (i.e., circling aloft while waiting in turn to land) rose dramatically, sometimes equaling the flight time between New York and Washington.

NOT ALL TRANSPORT experts see the provision of demonstration (market-testing) runs of newer, faster trains as checking the rapid growth in air travel. The FAA, for example, continues to focus on its demand projections, which see a continuous rise in aircraft operations from airports serviced by FAA traffic control: from 47.6 million in 1967 to 167.4 million in 1979. Much of that expected increase would take place in the Northeast Corridor. These projections take no account of possible shifts in mode of travel and assume airport capacity is not a constraint.

Some economists note that peak-hour scheduling results, in part, from airline competition for scheduling convenience. They ask whether freer price competition might help smooth out the peaks, with airport landing fees, in particular, used to ration scarce space at certain hours. Airport operators note, however, that capacity at the airports listed is taxed from 6:00 A.M. to 11:00 P.M., so bad is the congestion.

Introduction of much larger capacity planes can hold down the rate of increase in number of flights. At the same time there will be a much larger problem in handling the passengers from airport to final destination. Since fewer passengers want to go downtown, increasing use of buses rather than of fixed rails seems indicated.

The question remains in many people's minds: Can some of this demand be channelled to the railroad? The DOT Office of High Speed Ground Transportation was set up to answer that question. Working with private railroads and railroad suppliers, OHSGT is helping to fund a New York-Washington demonstration by the Penn Central and a New York-Boston run to be op-



RESOURCES

Some findings and conjectures from recent research into resource development and use

Fertility of a country is not enough, except art and industry be joined unto it.
ROBERT BURTON, *Anatomy of Melancholy* (1621)

NUMBER 32 RESOURCES FOR THE FUTURE, INC. SEPTEMBER 1969

ANTARCTICA'S POTENTIAL

VISITORS TO McMURDO SOUND can climb a small rocky point and visit Scott's hut, built in 1902 and last occupied in 1916. Inside they will find quantities of 50-year-old provisions in good condition —biscuits, lentils, dried fruit, and other staples for the men, hay and grain for the Siberian ponies, and sides of seal meat for the sled dogs. Apart from its poignancy, this scene shows why there have been suggestions that the Antarctic be used as a mammoth deep freeze, to store surplus food and grains indefinitely without either maintenance costs or charges for electricity.

Could cold storage be an economic use of Antarctica's most plentiful resource—cold weather? The answer is *probably not,* at least for some time to come, and then only under very special circumstances. Cold storage can be obtained more cheaply from areas much closer to the great concentrations of industry and commerce in the temperate zone of the Northern Hemisphere, as can many other things that the world wants and that the Antarctic could provide—materials like metals and fuels, for example. There are other possibilities, however, that are more in line with the Antarctic's special characteristics.

The climate is the most severe in the world. Summer temperatures range from above freezing to −60° F. Recorded winter temperatures have gone as low as −127° F. Strong winds aggravate the effects of cold, and men and equipment have to be protected from the penetration and abrasive powers of drifting snow.

Ninety-five per cent or more of the land area (consisting almost entirely of rock) is overlain with glacial ice up to fourteen thousand feet thick. Most of the surface of the continent, therefore, is unstable. It flows slowly toward the sea, forming crevasses as it passes over hills or islands, and breaking off into icebergs far out into the ocean. This constant shift creates costly problems of land and sea transportation, airstrips, permanent habitations, and possible mineshafts or drilling rigs.

A commercial possibility for which the continent's characteristics might be more of a help than a hindrance is tourism. Travelers are struck by the beauty of the Antarctic Peninsula and its islands, Victoria Land, McMurdo Sound, and other areas. Mountains rise ten thousand feet from the water's edge, icebergs stand in fantastic shapes, snowstorms and polar sunsets present beauty of color and form. The penguins, seals, and whales are as unusual as the climate and the landscape.

The lure of the unknown is strong in the Antarctic. Its heroic explorers are all of recent history, some still living. Few men have seen the Antarctic, not all of it

RESOURCES

Some findings and conjectures from recent research into resource development and use

Some Highlights of 1969

NUMBER 33 RESOURCES FOR THE FUTURE, INC. JANUARY 1970

A RISING CONCERN . . .

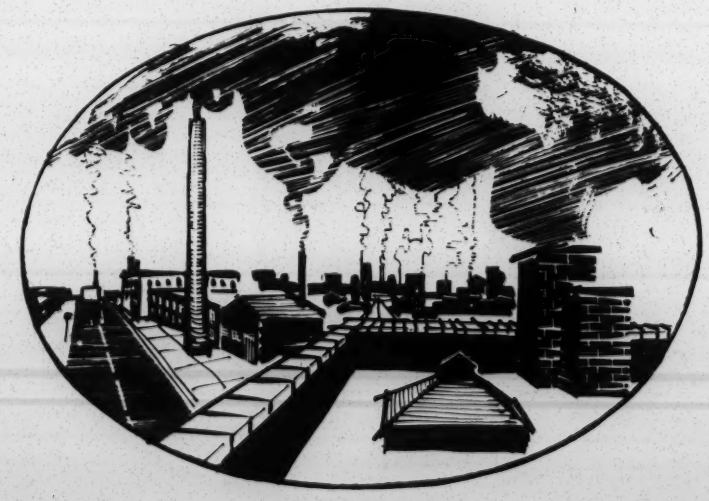
RISING PUBLIC, professional, and governmental concern with environmental quality problems was evident in 1969. Apart from a continuous stream of studies and reports, governmental concern was best symbolized by establishment in the White House of an Environmental Quality Council, a cabinet-level advisory group with the President's Science Advisor and head of the Office of Science and Technology, Lee DuBridge, as executive secretary. The council is supported by a 15-man Citizens' Advisory Committee appointed by the President.

Lacking congressional appropriations, the council utilized the staff and administrative facilities of the Office of Science and Technology to begin its initial task of selecting the priorities for review and action. Special cabinet committees have been formed so far to deal with pesticides, solid wastes, air pollution from motor vehicles, air pollution generally, water pollution, noise, and handling and transportation of materials and waste that are hazardous to the environment; and a standing subcabinet-level committee concerned with outdoor recreation has been established.

The council, patterned on the National Security Council and the Urban Affairs Council, will have company soon. Under the National Environmental Policy Act of 1969 (S.1075) a Council on Environmental Quality, consisting of three members appointed by the President with advice and consent of the Senate, will be established in the Executive Office of the President. It will advise, assist, and support the President on environmental matters, including preparation of an annual Presidential report to be submitted to the Congress in which the President will assess what is happening to the environment, what future tendencies may be, and what policy action should be taken. It will also watch over execution of the act's announced policy that environmental impact will henceforth be a mandatory consideration in all agency programs.

While the President signed the new council into existence January 1, 1970, he simultaneously expressed opposition to a related measure urging the establishment of an office of environmental quality under a provision of the Water Quality Improvement Act of 1969 (S.7). This bill was still in conference at the time, but not on account of the suggested provision.

Both the new *council* and the proposed *office* are the result of a carefully worked-out compromise between the legislative efforts of Senators Jackson and Muskie, which also aim at formation of a joint con-



Materials
Analysis

ASTM

Procedures

Analysis
Owner
Archt
Contractor

AGC

HUD

Universities < GA TECH

Agency

Industry FUND

Bargaining Agreement

---

27 Members

75 % Construct

P.R:

Code

Mech Eng

Archs

Bldg Owners

Push Thru Plastic Pipe

Bill Waffard

So Gen.

Trailers

Prefab Modules.

Ike Saporta

National Homes
Indiana

Philadelphia
Planning Group
High Rise - — Talking with
Rodney Cook.

Same condition 2 years it
is from Italy

FORTUNE - St. Louis.

Means
50 - 60 a per month

Mass Produced.

LEAVETT

Principal Investigator	$16,000
Research aide	4,000
Secretary - 1/2 time	2500
	$22,500
Supplies + O.H. per year ±	15,000
	37,500

22.5

Electrical — Use National Electrical Code — approx 20% saving.

Plumbing — Use of plastic plumbing tree and interior drains. — 50% saving of labor.

7 - 1 Items

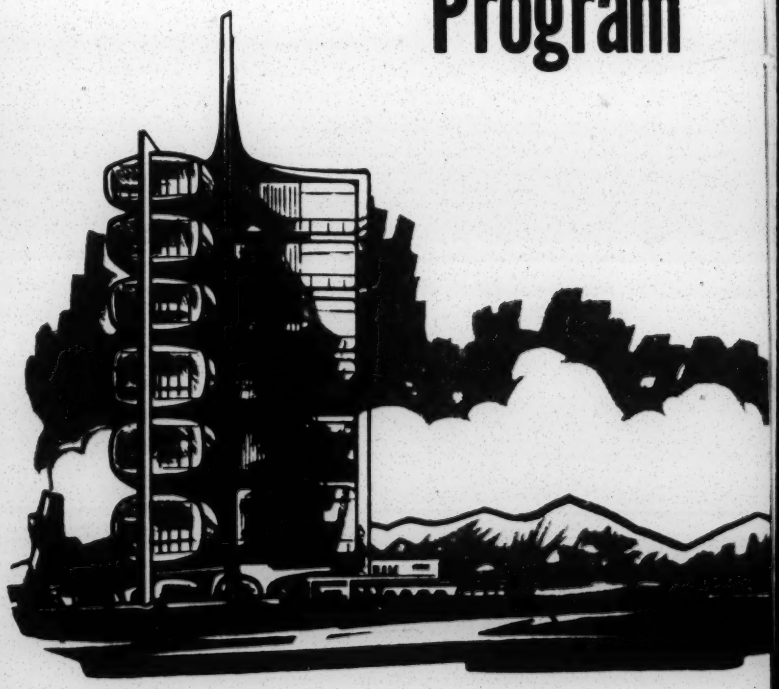
P.E.

A.S.T.M.

A.G.C.

CONSUMER BULLETIN

FHA's EXPERIMENTAL Housing Program



U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
Robert C. Weaver, Secretary
FEDERAL HOUSING ADMINISTRATION
Washington, D.C. 20410

ANNOUNCING
The 1967-68 Calendar
REGULAR CONTINUING EDUCATION PROGRAMS

Georgia Institute of Technology

EDUCATORS and industrialists alike have been sharing increasing concern over the training problems caused by our burgeoning technology. To help professional graduates keep abreast of the forward strides in their specialized fields, the Department of Continuing Education at Georgia Tech is offering the following non-credit adult education courses.

The Department of Continuing Education is making every effort to present not only the newest ideas and techniques that are available on the campus that could be of use to industry, but is also trying to interpret new management thinking to those who could use such information. The following list of courses represent only part of the activities of the Department. The list is intended to be representative and is offered to indicate areas where training is available.

In order to insure a meaningful educational experience, enrollment in each course is limited (in most cases to 25 participants). All classes are held in the specially designed adult education facilities on the Georgia Tech campus.

If you wish further information about any of the regularly scheduled courses, it would be greatly appreciated if you would check the appropriate boxes and return the enclosed reply card. It would be particularly appreciated if you would write out ideas for training needs that are not covered by this calendar.

Department of Continuing Education

Georgia Institute of Technology

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March 15, 1972

To Members of Resurgens and Friends Interested in Housing:

As planned at the "Which Way Atlanta?" Conference on Friday, March 3, members of the Housing Action Committee met for breakfast on Tuesday, March 7. Those attending the meeting were:

Herb Williams, Co-Chairman
Ted Wolf, Co-Chairman
Ed Barnum
Gene Bowens
Jim Earhart
Aaron Johnson
Nat Welch

The purpose of the meeting was to define one or more programs to be undertaken by members of the Housing Action Committee that would build upon the impetus of the Conference and implement the philosophies of Resurgens in the Housing area. The Committee agreed that the principal criteria for selection of a program should be that it offer interested members the opportunity to be active and to become involved.

Two programs were focused upon:

1. "Project Rehab". It is highly probable that the City of Atlanta will soon have available substantial federal funds to effect rehabilitation of sub-standard housing. It is also known that the City does not have the resources to establish proper criteria for screening either the sponsors or the applicants for grants under this rehabilitation program. The Housing Action Committee could make a substantial contribution by offering assistance to Col. Jones, Atlanta's Housing Coordinator, in the areas of promulgation of the rehabilitation program, assisting in priority establishment, etc. The Committee might also participate in the screening process, either on a pre- or post- basis, or as a reasonable alternative, press City Hall to hire a staff person to assist the Housing Coordinator with this work.

2. "Encounter with Romney". We understand that Secretary Romney will be visiting Atlanta in mid-May to speak to the Christian Council. The Committee feels that this will be an excellent opportunity to have an influence upon the activities of HUD in the Atlanta area. We are confident that we could meet with Secretary Romney for 45 minutes to an hour to present our recommendations for revision, modification and/or increased emphasis on the part of HUD's regional and area offices. To do this effectively, of course, will require the development of the specific presentation, visual materials, and the like.

Members of Resurgens and
Friends Interested in Housing

In order to progress each of these projects, the Committee is planning a workshop seminar from 6:30 p.m. to 9:30 p.m. on Wednesday, March 22, at the Central Presbyterian Church, 201 Washington St., S. W. The workshop will be devoted to structuring the elements of the projects, defining them in broad context, and assigning tasks to individual participants. Project completion will then be progressed rapidly over the next several days.

You indicated during our March 3 Conference that you wanted to become involved in Atlanta's future. This is one opportunity to become part of the action. Please mark your calendar to attend the workshop and help us to help Atlanta!

Herb Williams
Ted Wolf
Co-chairmen, Housing Action Committee

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RESURGENS

Housing Action Committee

Status Report

April 11, 1972

Members of the Housing Action Committee met on Tuesday, April 11, at the Switzerland House. Primary purposes of the meeting were to get updated on Project Rehab and determine what our Committee's next steps should be.

CURRENT STATUS OF PROJECT REHAB

Bob Acree reported that he had been in contact with Washington HUD, and at first received a negative, then an affirmative statement about Atlanta's designation as a Project Rehab city. The word is that "continuous funding" will be available for selected projects. The effective date for the program is reported to be April 23 for an initial 1,000 units.

In view of the apparent lack of information and confusion about Project Rehab in Atlanta, we feel that we should try to bring about a more informed climate within the community. To this end, there was a suggestion that a seminar be planned where at least Resurgens members would be briefed about the program. The hope being that a more informed position will lead to more effective utilization of whatever community improvement resources are available through Project Rehab.

"LESSONS LEARNED" SURVEY

In order to try to avoid the mistakes that other cities have made with their rehabilitation programs, the Committee decided to solicit experience statements from other Project Rehab cities. These "lessons learned" will then be summarized and presented in a seminar, as well as a report. The format for this phase of the Committee's work is as follows -

- Determine which cities have Project Rehab experience. (Eugene Bowens).

- Design a survey questionnaire to be used in soliciting responses. (A core group led by Bob Acree and Eugene Bowens will meet at Central Presbyterian Church at 6:00 p.m. on Wednesday, April 12,

to draft the questionnaire).

- Submit the initial draft of the questionnaire to the Housing Action Committee after Colonel Jones has reviewed the document.

- Meet on Wednesday, April 19 at Central Presbyterian Church (6:00 p.m.) to finalize the questionnaire.

- Follow-up the questionnaire with telephone calls (Ron Meyers).

- Consolidate responses and structure the seminar and report.

MEETINGS OF INTEREST TO HOUSING ACTION COMMITTEE MEMBERS

Thursday, 4/12 ; 10:00 a.m., Atlanta Region Open Housing Coalition at the Aldermanic Chambers, City Hall

Saturday, 4/15; 9:30 a.m., Open Housing discussion - members of five churches to meet at Holy Cross Catholic Church, Chamblee-Tucker Road. Gene Bowens on the program.

Wednesday, May 24; 9:00 a.m., Fair Housing conference, sponsored by Atlanta Chamber of Commerce. Place to be announced.

OTHER ITEMS

Atlanta Regional Commission members and their areas of representation list will be provided to HAC members by Nat Welch.

Central Atlanta Progress report relative to Housing is recommended reading for all HAC members. We will attempt to obtain copies.

Respectfully submitted.

Herb Williams
Ted Wolf
Co-Chairmen
Housing Action Committee

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RESURGENS

Housing Action Committee (HAC)

PROJECT REHAB WORKSHOP

April 12, 1972

A Project Rehab subcommittee of the HAC, headed by Bob Acree, met on Wednesday night to structure a questionnaire directed to HUD Area Representative who have cognizance over other Project Rehab cities. Gene Bowens currently is preparing a list of the Project Rehab cities and the HUD Area Representatives.

The purpose of the questionnaire, a draft of which is attached, is to give us an idea of those cities that have been successful with Project Rehab, as well as those which have been unsuccessful. Hopefully, then, Atlanta can emulate the practices and procedures of the successful cities, and avoid the mistakes of the others.

After compiling and analyzing the data that we receive from the HUD Area Representatives, we will contact officials in, and possibly visit, several of the successful and unsuccessful cities. We will then prepare a report of our findings and recommendations, and address it to Col. Malcolm Jones, Coordinator of Housing Resources for the City of Atlanta. Of course, we will distribute the report to others as deemed necessary by the HAC.

Please review the draft questionnaire carefully. We will discuss it at our next meeting on Wednesday, April 19, which will be held at the Central Presbyterian Church at 6:00 p.m.. If you feel that any additions or modifications should be made to the questionnaire, please be prepared to bring them up at the meeting.

Respectfully submitted,

Herb Williams
Ted Wolf
Co-Chairmen, Housing Action Committee

RESURGENS ATLANTA

Project Rehab Questionnaire

City of _____

PART I - Statistical Data and Procedures

1. Please attach a copy of the City's application to HUD for designation as a Project Rehab city.

2. Has the city provided funds for a staff to coordinate Project Rehab? If so,

(a) Amount of funding _____

(b) Number of personnel_____

(c) Brief description of functions:

(d) Organizational placement in the City's structure (reporting relationships.)

3. Number and amount of allocations that the City has received during each funding (program) year:

Year	Number	Total Amount

4. What is the total dollar amount of loans granted to date?

5. How many different sponsors and developers have participated in the program to date (i.e., taken advantage of the loans)?

6. What percentage of contractors, sponsors, and developers are local?

7. What percentage of contractors, sponsors, and developers are minority- based?

8. What is the number of units rehabilitated to date:

(a) Within target areas (e.g., Model Cities, Urban Renewal, etc.) ?

(b) Outside target areas?

9. What percentage of Project Rehab units have been returned to the market as:

(a) Rentals _____

(b) Sales units _____

10. What is the minimum and maximum number of units for each project; on what basis were these set?

(a) Maximum _____ ; Basis:

(b) Minimum _____ ; Basis:

11. How is the procedure for relocating families handled in the target areas and outside of the target areas? (Please attach copy of written procedures, if available.)

12. What are your project review and evaluation procedures? (Please attach copy, if available).

13. What procedures have been implemented to ensure the participation of small and minority interprises? (Please attach copy, if available)

PART II - Project Evaluation

1. What have been some strong points of the City's Project Rehab program in the following areas:

(a) Site selection:

(b) Financing:

(c) Relocation:

(d) Rehabilitation:

(e) Processing procedures:

2. What have been some of the weak points of the City's Project Rehab program in the following areas:

(a) Site selection:

(b) Financing:

(c) Relocation:

(d) Rehabilitation:

(e) Processing procedures:

3. How responsive have developers and sponsors been towards Project Rehab?

4. What efforts have been instituted by builders and developers to provide employment and job training opportunities for minorities and local residents?

5. Please give a brief description of community involvement in Project Rehab.

6. What other resources have been used or are being planned to support Project Rehab?

Mr. _____, Area Representative
U. S. Department of Housing and Urban Development
_____
_____
_____

Dear Mr._____:

The City of Atlanta recently was selected by HUD as a Project Rehab city. Resurgens Atlanta, which is a biracial civic group, is very enthusiastic about the potential that the project holds for significantly upgrading the housing picture in Atlanta. Accordingly, we have formed a Housing Action Committee to investigate means for assuring the success of Project Rehab in Atlanta.

We are contacting you in the hope that you will assist us in our endeavor. We understand that your office is the cognizant HUD agency with respect to Project Rehab in the City of _____. We would be interested in finding out, from your viewpoint, how the project has been handled in that city and the degree of success that has been achieved. Hopefully, then, Atlanta can benefit by emulating the positive practices, and avoiding those that have had a negative impact on success.

For your convenience, we have attached a two-part questionnaire. The first part deals with statistical and procedural data. The second asks for qualitative, narrative-type responses, which you or whomever is directly responsible for Project Rehab in your office may wish to answer. We have enclosed a stamped, self-addressed envelope for your use in returning the completed questionnaire.

Your cooperation in this matter will be greatly appreciated by Resurgens Atlanta, as well as by all people in the City of Atlanta. We thank you in advance for your help and cooperation.

Very truly yours,

RESURGENS ATLANTA

Herb Williams
Ted Wolf
Co-Chairmen, Housing Action Committee

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JAMES M. PIERCE
Executive Director

Dear Friend:

Not long ago, the mayors of eleven major American cities met to discuss their situation. "A disaster area", "going down the drain", "bankrupt" are some of the ways they described the crisis they face.

No wonder, with seventy percent of the population crammed onto two percent of the land. And the out-migration from the rural South continues. One and a half million in the past ten years. Well over a hundred thousand in 1970.

This disastrous course need not continue.

In two key Southern rural areas, people are finding they do not have to leave. They are learning how to keep their roots firmly planted in their home communities--where there is ample living space, clean air, hope for a good life. Here is where the Rural Advancement Fund is providing new ideas, new capital, and technical know-how to overcome the neglect, discrimination, and attrition which have made even subsistence no longer possible for large numbers of people.

With RAF's help, whole communities are at last beginning to raise themselves up and to face the future with hope. They are learning how to shift from no-longer-profitable cotton and tobacco crops to diversified vegetables, produced and marketed in volume through co-operatives, and grown without use of harmful chemicals.

RAF provides interest-free loans to the co-ops for machinery...helps plan for locally-controlled industry to complement the farming operations...offers leadership training and opportunities for young people...encourages health, housing, and other needed programs.

Please read the enclosed folder for further details. Then I hope you will write a generous check to spur this development and help it spread to other needy areas. You will have the satisfaction of becoming a partner in this tremendously hopeful program to save the rural areas and their people--and also help buy time for the cities.

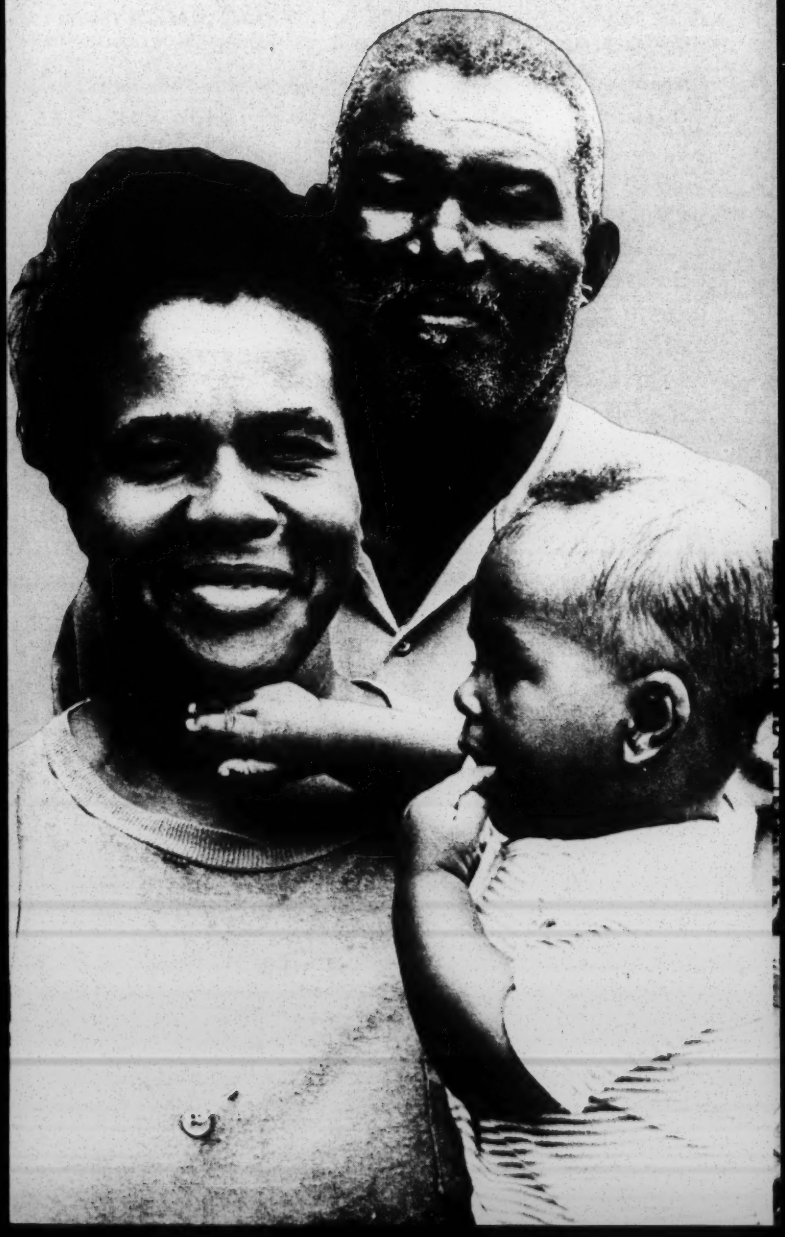
Sincerely yours,

Julian Bond

Julian Bond

CONTRIBUTIONS TO THE RURAL ADVANCEMENT FUND ARE TAX-DEDUCTIBLE.

Growing with help... growing with hope



In two of America's poorest areas, men and women who had forgotten how to hope are beginning to remember again.

They are the impoverished rural people, most of them black, of Burke County, Georgia, and Halifax County, Virginia. For generations, they watched their babies die at twice the white rate. They saw their cotton and tobacco farms shrink under the pressure of racism and discriminatory national agricultural policies. Shacks sagged, debts took food from the table, and flight from the land they loved seemed to many the only solution. So they fled by the thousands to the dubious sanctuaries of city ghettos. Those who determined to remain on the land found themselves being picked off, one by one, by the forces of poverty.

AIN'T NO BIG THING

Today, in Burke and Halifax, the people have come together in cooperatives that are transforming the land—and the spirit—of their counties. They are farming together, planning together, and hoping together. And, with significant new assistance from the National Sharecroppers Fund and its Rural Advancement Fund, they are producing a rural Renaissance that cynics said was not possible.

Signs of the times tell the story. In Burke, a sign in the office of the Eastern Georgia Farmers Cooperative says:

"If you do something for your co-op, your co-op will do something for you."

Outside the new marketing shed of the Southern Agricultural Association of Virginia (SAAV), in Halifax, the proud slogan reads:

"We Ain't No Big Thing But We're Growing."

ORGANIC AND IRRIGATED

Growing healthful, profitable organic crops on land written off as useless. Reaping fine vegetable harvests with modern machinery on irrigated land once parched and fallow. Producing a new way of life than can reverse the old pattern of tragic migrations.

Woodrow Harvey is chairman of the Burke co-op. He says:

"For the first time, I can see the way clear for a lot of folks who left to come back and farm. And for a lot who might leave to stay on. One man saw our new co-op harvester taking up more peas in a day than his family could handpick in a week. Next year you can be sure he'll really be into that pea production. Word has gotten around and I've heard from friends in New York and Chicago who say they're ready to return now. We're not out of the woods. **Folks who've been blindfolded a hundred years can't all open their eyes overnight. But with the support from the Rural Advancement Fund of NSF, more eyes are opening every day."**

A TRUE COMMUNITY

Four hundred miles away in Halifax, SAAV farmer Robert Wilkins was tired of farming tobacco, a crop that went up in smoke along with most of the profits. Now he watches his fields of plump cucumbers and squash being harvested by co-op workers while irrigation pipes spray another patch threatened by drought.

"This is the first time in my life I had irrigation," says Wilkins. "Always wanted it but couldn't afford it. You watched the white man irrigate while your fields dried up. They laughed when the co-op said we'd get it. But we got it. **Got something else too that you can't count by the bushel. We have people helping each other to get out of the hole we been in. We have a true community."**

ASPIRATIONS INTO PROGRAMS

The co-ops of Burke and Halifax are only three years old. But they represent the logical result of three decades of service to the rural poor by the National Sharecroppers Fund. **The aim has always been: Help the poor to help themselves.** Their problems often went unnoticed, particularly by urban Americans quick to condemn rural migrants on welfare but slow to comprehend that people in cities ate well while many families producing the food went hungry.

NSF fought for humane farm legislation and against Agriculture Department programs that kept poor farmers in general and black ones in particular ignorant of technological advances. It campaigned against racism that denied black farmers the loans that made white farmers solvent. At the same time, NSF workers went into the fields, listening to farm families, translating their aspirations into programs of change.

CO-OPS SPELLED SURVIVAL

By the late '60's, blacks on the land were in crisis. Some 4,500,000 had emigrated from the South since 1940. Denied equal opportunity by both public and private institutions, blacks all over the South who remained on the land saw their last chance for survival in cooperatives.

NSF's Rural Advancement Fund provided technical know-how and as much money as it could muster to co-ops in half a dozen states. Farming with seed and fertilizer bought at lower bulk prices meant a few extra dollars in the house to buy a child shoes or pay for a doctor's visit.

TOOLS ARE NEEDED TOO

But tools were also needed if their fields were really to bloom, lives to change, young people to stay home instead of fleeing to the cities. Tools like tractors and irrigation pumps cost money, and there was none. James Pierce, RAF/NSF's executive director, says:

"We decided to concentrate energy and funds

in Burke and Halifax. Anybody who expects historically deprived poor people to make it on spirit and hard work alone doesn't understand today's farming. Millionaire farmers get huge subsidies. So do aircraft companies. We wanted to do as much as we could for people who had the will but not the way."

MEN AND MARKETS

RAF/NSF loans helped turn the tide in Burke, where the average black family income was under $700 a year, and in Halifax, among the poorest ten percent of American counties. But it takes people to make money work. RAF/NSF rolled up its collective sleeves along with co-op members.

Technical advice and markets were the key. NSF staff probed the complex world of marketing that had been alien to one-crop cotton and tobacco farmers. With co-op approval, they secured firm contracts from dependable brokers, good terms for machinery purchase, and the best technical help from agriculture experts. Specialists developed organic fertilizer with components from far and near. Elected co-op management teams worked with members on planting and harvesting schedules to insure that peas, squash, and cucumbers would be ready for market on time. **All the things no individual could do alone became possible cooperatively.**

"I'll tell you," says Woodrow Harvey. "When we hit the button on the irrigation pump and folks saw water bubbling out over fields that were ours, bringing them to life, that made a lot of believers."

The organic squash and cucumber crop in Halifax (fittingly grown near the grim, grey stubble of a long-abandoned tobacco field) made a lot of believers, too. And not just in the county. Buyers in New York and Washington liked what they saw and clamored for more.

TO BELIEVE IN THE FUTURE

None of the people in Burke or Halifax who lived through earlier years of hopelessness are crowing. They know the heavy odds against them. They count the friends who left, the babies who never grew into childhood. Loan obligations and expenditures for this dramatic year leave little money to acquire more land, vital to produce the volume that means profit in the marketplace. Still, with crops in and time to gather for discussions, ambitious plans are being made by the communities and RAF to raise up the entire community. RAF/NSF has labored with local people on housing plans, co-op food stores and sewing centers, day care and health facilities. No one knows where the money is coming from. But plans proceed. The habit of hope has replaced the acceptance of despair.

RAF/NSF wants to see this hope flourish in Burke and Halifax, and the lessons learned there spread to other counties where people have forgotten how to hope. At this moment, there are scores of places where families oppressed by poverty cannot believe in a hopeful future. Or in themselves. Belief can be restored and dignity returned by living the cooperative way. RAF/NSF would like to assist in restoring that belief. And the Halifax community would be pleased to share its slogan with any people ready and willing to make it *their* cooperative reality:

"We Ain't No Big Thing But We're Growing."

Photographs by Burton Cohen

Other RAF/NSF programs include:

Self-Help Housing
Leadership Training
Student Interns

Day Care Centers
Community Improvement
Craft Cooperatives

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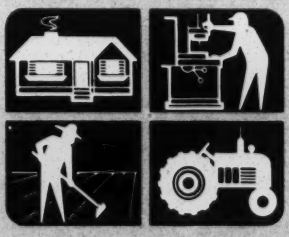

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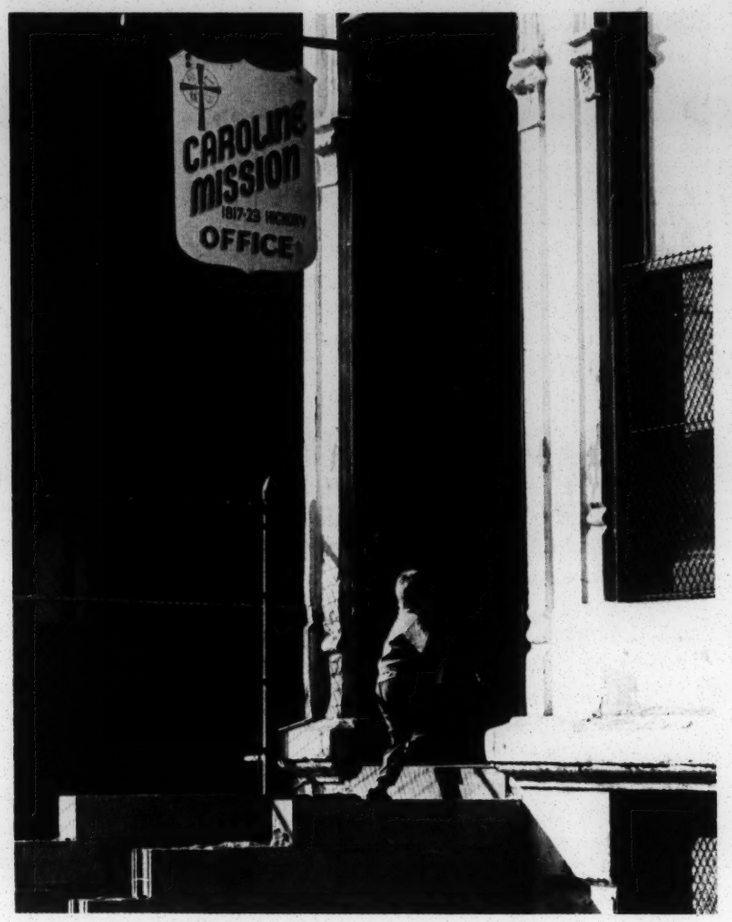


RAYMOND L. BANCROFT

The Church Rediscovers the City

America's urban churches and synagogues are rediscovering the city. And the results of the rediscovery process are having profound effects not only on the cities but on the churches as well.

From coast to coast and in cities of all sizes, church leaders of all faiths are tackling a variety of urban problems in a variety of ways. Mostly they act within the framework of their own particular church, but increasingly they are acting in concert with one another in an approach to "civic ecumenism" paralleling the growth of "spiritual ecumenism." And in the process a new breed of "activist" clergy has come forward.

With all this activity on the urban scene by religious groups, where do city officials fit in? How can City Hall best make use of the community resources of the church? And how best can City Hall work with "modern" clergymen to build a better city?

There are a variety of opinions from both sides. Some church leaders like to picture themselves as leading a fight against City Hall and its so-called entrenched policies. On the other hand, some city officials criticize ministers and priests for involving themselves and their flocks in social welfare and civil rights problems.

But churchmen are quick to reply that anything which affects people—whether urban, suburban, or rural—*is* their concern.

Robert Lee puts it this way in *The Church and the Exploding Metropolis*: ". . . There is no corner of the nation where the city's tower does not cast its shadow, no person who is not in some way influenced by the modern metropolis. A religion that does not take seriously urban civilization—the focal point of economic and social organization—is surely one that weakens itself. The place of religion should be at the heart of the city . . . precisely in turmoil and turbulence, in the joys and frustrations of the modern metropolis."

The Very Rev. Paul Moore Jr., Episcopal suffragan bishop of Washington, has said that "unless churches can speak to people in the slums and ghettos of the cities in a way that makes sense, they will fail."

As a leader in the "Inner City" program and a veteran of urban parishes in Jersey City and Indianapolis, Bishop Moore has related his experiences in *The Church Reclaims the City*, published last year. In it he says "that once the Church has been accepted (by the people in a rundown area) and the family has become

a part of its life, the Church assumes a far more important role than with the 'average' member; it becomes the center not only of worship, but of social life and social action, and the place to come when one has a problem of *any* kind."

This last statement is significant because, when one reviews the extent of church participation in urban affairs across the nation, the variety of its activities is amazing. Here are just a few church-sponsored urban projects:

• Housing for the elderly—church groups represent over half of the housing for senior citizens sponsored by nonprofit organizations with direct federal loans or FHA mortgage insurance under programs administered by the Department of Housing and Urban Development. Of the approximately 50,000 nonprofit units commited, church groups have accounted for nearly 28,000. And of the loans and mortgage insurance commited totaling over $590 million, church-sponsored projects account for about $330 million.

• Housing for the needy—some churches have purchased rundown homes in the neighborhood, fixed them up and rented them to low income families. Washington's Ascension and St. Agnes Episcopal Church scraped together contributions and loans and bought a house which was rented to two families with 13 children for less than $200 a month. "It pays the bills," says the Rev. Frederick H. Meisel, pastor. "If it were owned by a slum landlord it would bring in $600 a month."

• Day care and community centers—many urban churches open their doors throughout the week to serve the needs of their neighborhoods. Some run tutoring classes for slow learners, often staffed by volunteers from the suburbs. Others sponsor credit unions, day camps, and cleanup campaigns, and also provide family planning and family counseling services.

• Youth Employment services—The Rev. Leon Sullivan, pastor of the Zion Baptist Church in Philadelphia, says his church has one of the best youth employment services in the nation. About 1,000 youths land jobs each year through the service. Its Opportunities Industrialization Center has been operating 20 months and already has retrained 1,000 workers. Another 2,000 are in training and that number should be up to 4,000 by June 1966. "It is one of the largest retraining programs in the country," he says. "The $82.5 million program is financed by community, industrial and foundation money, including $1.7 million from the Office of Economic Opportunity."

• Other church groups operate clinics for narcotics addicts and rehabilitation centers for recuperating mental patients. A Reno church clinic specializes in counseling divorces. In San Francisco a church-sponsored homosexual council has been established.

"Social action spells out the fact that the Church cares and that it is important in the daily life of the community," Bishop Moore says. "Without it, a ministry in a blighted area is hypocrisy. A pastor may visit a family which is living four or five to a room without proper plumbing or heat and paying exorbitant rent; its children are undernourished and diseased. He cannot cheerfully say 'Jesus loves you,' pat the children on the head, and go whistling on his way back to the warm comfortable rectory without at least knowing that the Church as such is doing everything it can to alleviate conditions. Nor can people living under such conditions be much attracted to a Church which is not fighting for their rights."

Today's ferment in the urban church, particularly among the Protestant faiths, is a relatively recent development. Harvey Cox, assistant professor of theology and culture at Andover Newton Theological School in Massachusetts, outlined the church's earlier reaction to urban growth and the decline of inner-city areas this way in his book, *The Secular City*:

"How has the church related itself to these areas? Its first response, as is well known by now, was simply to run away as quickly as possible. The mass emigration of the Protestant churches from the city in the first half of the 20th Century is by now a shamefully documented fact. Recently conscience pangs have begun to set in. Since shortly after the Second World War these same churches have begun to notice the inner-city again."

The Rev. Ted McIlvenna of San Francisco's Glide Urban Center comments:

"Traditional Protestant moralism is still one of our biggest problems. Oh, if only we could hear the last of those time-honored sayings, 'A bad apple spoils the barrel,' and 'You don't have to climb into a cesspool to know it stinks.' Wouldn't it be lovely to recognize that people are neither apples nor cesspools?"

Bishop Moore says the reasons for the church's retreat from the city's depressed areas were twofold: migration of church members to the suburbs and the lack of an urban mission philosophy.

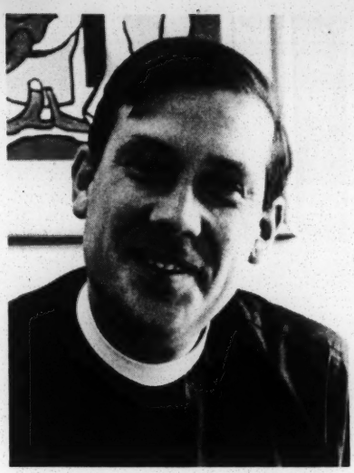
The migration of church members to the suburbs has been so great that a recent Methodist survey showed its 20 churches in San Francisco have only 6,000 members out of the city's population of 780,000. Little wonder, then, that the Methodist magazine *Together* recently editorialized: "Where is the frontier for this age? Where can the church lead and serve—as it must to live? That place, that frontier for today, is in our cities."

The Rev. Robert G. Howes, associate professor and chairman of the city and Regional Planning Committee at the Catholic University of America in Washington, is convinced that the trouble with megalopolis America is mostly moral.

"We have such advanced think machines . . . magnificent traffic models, dozens of exciting urban renewal projects, zoning and planning conferences, editorials on community improvement, etc. . . . Yet we fail to find order in megalopolis. What is lacking is moral commitment on the part of enough American citizens, official and otherwise." Father Howes says that it is largely the responsibility of the community's churches to supply this moral commitment. He urges

NEWSWEEK

Bishop Paul Moore: "Invite in the troublesome, nettlesome members of the clergy for off-the-record talks. They can be objective."



NEWSWEEK

Rev. James P. Morton: Cities should call upon churchmen to do more than "blessing the status quo, ringing the curtain up and down on the day's program . . ."

clergymen of all faiths to stand up for particular pieces of legislation which will benefit their communities, even at the risk that they "will be faulted for playing politics."

But religion also must avoid becoming "only another in the yelping pack of lobbies at City Hall, State House, or Capital Hill," Father Howes adds. "The churches of America do themselves serious harm if they proceed unaware of the tough push and pull of politics; if they short-change commonwealth, ignore the big and long picture; and accept without question every device, every technique, every short range and partisan solution proposed for every civic problem."

Churchmen must also be aware of the real depth of community issues, he says. They are "almost never short, quick, simple. Issues are mostly the iceberg top of great, submerged, shifting bulks of people, problems, and policy. . . . The study of any pastor proposing to preach next Sunday on a civic subject should be crowded with as much unbiased study materials as it is with books of piety and holy water. Megalopolis today is not the place for amateurs, however well meaning."

Father Howes also feels it's not fair to say that city officials have been ignorant of "people problems." "I feel the relationship between church and City Hall should be friendly but free," he adds. "It's not fair if the church polarizes opinion fully against City Hall—this is a dangerous thing. But, on the other hand, the church cannot serve merely as a funnel through which City Hall viewpoints flow to the people, either."

Father Howes suggests working with city officials through community councils of churches. He says such councils have two advantages: for City Hall in having one responsible place for the mayor and other city officials to go to explain what they're trying to do; and for the churches because they can bring their knowledge of human problems to the attention of the mayor.

"We shall be much less easily stampeded into precipitate action if each civic proposal must first be referred to the competent judgment of church-related men sitting in habitual assembly," Father Howes argues. He adds:

"The whole problem in the city, as far as city planning goes, is to give the little guy the big picture and give the big guy the little picture. And the church is ideally suited to fulfill this intermediary position."

Philadelphia's Rev. Sullivan says his church-related social action programs have had fine cooperation from City Hall. His advice for city officials elsewhere in working out programs and projects with church groups is this: "City officials should work with the leadership and try not to tell them what to do but to work with the progressive religious elements of the city."

Bishop Moore says it's hard to get away from the fact that concerned churches usually find themselves placed in the position of fighting City Hall. "It's a built-in thing," he says. "By and large, City Hall represents the community power structure. Often, there's a great deal of misunderstanding on the part of City Hall about what our more modern clergy is trying to accomplish. Most city officials think of clergy as opening up meetings, etc. But now there's a new bunch of clergy active in civil rights matters and they sort of confuse the city fathers a bit. Many city officials don't understand, for instance, the relationship of the police departments and some of the courts to the residents of the inner city. These branches of the city government, whether they mean to or not, represent to these residents oppression; they're symbols. And a great deal of hostility is engendered. So it's little wonder that usually the point of explosion revolves around police incidents. The policeman is a symbol of oppression and that's hurting so they're the ones they hit. I believe there's often real insensitivity on the part of those in City Hall in looking at human problems. The clergy is often closer to these problems."

But there are ways the sometimes strained relations between city officials and the "new" clergy can be improved, Bishop Moore says. His suggestion to City Hall is: more sympathetic communication. "Invite in the troublesome, the nettlesome members of the clergy for off-the-record talks. They can be objective. If City Hall has an honest program, the clergy will be cooperative. But if the program's merely windowdressing, City Hall can't expect the clergy's cooperation. It's a

new day in this field and City Hall has failed to realize it."

The Rev. James P. Morton, director of the Urban Training Center for Christian Mission in Chicago (which is supported by 11 Protestant churches), spoke out for more involvement by urban churches in community action during the National League of Cities' 42nd annual Congress of Cities last July in Detroit. He told the assembled city officials that it had been his "sad experience that usually our civic assemblies call upon the clergy to perform a very different role—common to the medicine man and magicians of all ages—which principally involves the blessing of the status quo, ringing the curtain up and down on the day's program (whatever it is); and then to collect one's fees, and go home. Clergy so often tend to be necessary ornaments."

Father Morton's role in the experimental Urban Training Center (which in October received a $600,000 Ford Foundation grant to establish a new program for ministers) is far from ornamental. It is to plunge ministers and seminary students into the city's slums to work and live to get them to interpret theologically the conditions they find there.

Seminarians also may soon get a chance to take part in the Federal Government's war on poverty under "a citizen sabbatical" program proposed recently by Sargent Shriver, head of the Office of Economic Opportunity. The theology students also would have an alternative to work in the Peace Corps overseas.

Throughout major metropolitan regions, church groups are being urged to cooperate in undertaking urban programs. The Glide Urban Center in San Francisco, financed by the Methodist-related Glide Foundation, believes churches must cooperate closely across denominational lines to fulfill their mission and to survive. "They must reach out to the unchurched, who persistently refuse to clamor at their doors," the Center says.

Bishop Moore says urban churches are establishing agencies to deal with social problems which are beyond the individual parish's ability to solve, just as foreign missionaries build hospitals and other institutions. One of the first great experiments in organic unity was the East Harlem Protestant Parish in New York. Counterparts of the East Harlem Parish have been established in New Haven, Cleveland, and Chicago. "The basic strength of its communication has been the participants' deep dedication and the clergy's ability to sacrifice their middle-class ways and superficial values to the mission of Christ," Bishop Moore adds. "The parish has been strong in witness—a life-size 'Passion Play' on Good Friday in a vacant lot is typical of its imaginative methods. It has been strong in social action and community life."

But theology professor Harvey Cox is critical of some of these efforts. "By and large this has added up to a flimsy and even self-deluding series of efforts," he says in *The Secular City*. "It has not only been too little too late; it has also been largely ill-conceived and patronizing. What is needed in these (blighted) areas are not incursions of rescue bands from outside, but a basic redistribution of power so that there is no longer any need for condescension. But this is asking for a sacrifice on the part of suburban churches that very few are willing to make."

Cox favors an organization scheme similar to that of The Woodlawn Organization (TWO) in Chicago formed with the "pyrotechnic and political" assistance of controversial Saul D. Alinsky and composed of some 90 community groups, including 13 churches. TWO was sparked, Cox says, by Protestant ministers and a Catholic priest. It represents, according to *Fortune* magazine's Charles E. Silberman," . . . one of the most meaningful examples of Protestant-Catholic amity and cooperation to be found anywhere in the United States." TWO organized rent strikes, picketing, and—according to Cox—has had a "spectacular impact" on Chicago politics.

Cox says the Woodlawn experiment in the Negro slums holds many clues for strategy for an urban church. "City mission societies and councils of churches would do well to examine this program and either launch or support similar experiments elsewhere," he continues.

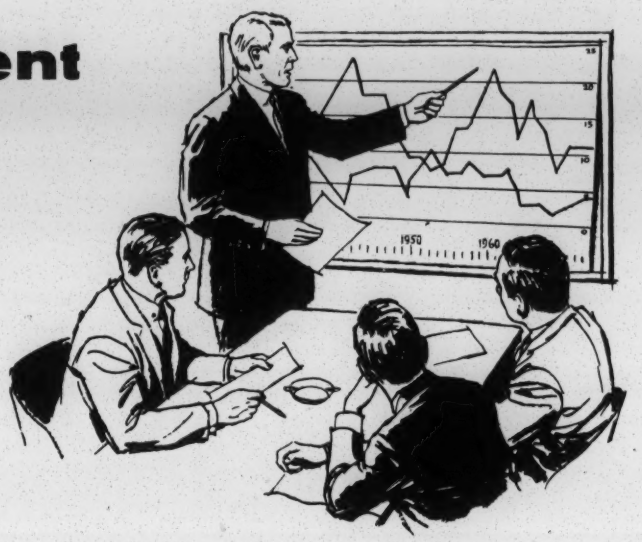
Bishop Moore has some reservations about Alinsky's methods in Chicago but agrees with his theory that a lot of money and time must be put into such community programs to make them work. He also feels that Alinsky's use of anger to spur action is all right as long as it doesn't produce a Watts. But he says the Alinsky approach falls short because it may become too segmented, too localized. "This results in one neighborhood protecting itself over and against the rest of the city." Bishop Moore says any areawide organization set up to tackle urban problems perhaps should be secular with the churches participating.

Cox feels suburbanites should participate in this "revolution" on the urban scene although to do so might go against their best interests. "Increasing the relative power of the inner-city means decreasing the relative power of the suburbs," he says. "Changing bank practices, zoning laws, school financing, and tax structures means they will have to foot a larger if more equitable portion of the bill for supporting an urban society. But no one ever claimed that the summons of the Kingdom did not entail sacrifice and responsibility. . . . Middle-class suburbanites have exercised responsibility but have rarely sacrificed, and therefore their responsibility has hardened into an elaborate form of self-protection. Suburban politics is often antimetropolitan and self-centered, directed toward keeping taxes down and 'undesirables' out.

"Lower-class inner-city people, for their part, have sacrificed a lot, but they have not been willing or able to take political responsibility," Cox continues. "Therefore their sacrifices have tended to engender only bitterness and resentment. Suburbanites must now be called to sacrifice parochial interests for the health of the whole; and inner-city people must be called on to assume responsibility, not just for themselves but for the whole metropolis of which they are a part." ■

Capital Improvement Programming

Benefits of New Budget Method Can Apply to Smallest Locality



DAVID BERMAN
NLC Research Associate

■ Public officials at all levels of government face the difficult, and basic, problem of choosing from among many possible projects and programs those which provide the greatest benefits for the money to be spent. Recognition of this has focused increasing attention on methods to make the budgetary process a more business-like tool of management.

In Washington, the White House recently announced that the whole budget process in 22 federal agencies was to take on the business-minded approach of the Defense Department in evaluating both new and old programs. The energetic new director of the Bureau of the Budget, Charles L. Schultze, made it clear at a Washington planning conference in January that the Administration sees budget-making as serving two major functions: first, to encourage dynamic growth and to prevent inflation; and second, to achieve as many benefits as possible from the money available.

On the state and local level there is a definite trend toward the programming of capital needs on a long-term basis. States and cities throughout the nation have adopted various forms of the capital improvements programming. The Federal Government has encouraged programming on the local level by making it a requirement in its "workable program" for community development. Many states have demonstrated increasing interest in the same subject. In 1964, New Jersey gave new life to a long-neglected law which requires that capital programs be adopted by all units of local government.

The need for the adoption of capital improvements programming techniques by officials in small towns has not gone unrecognized in the literature. The National League of Cities, under contract with the Department of Housing and Urban Development, has prepared a "Guide to Capital Improvements Programming," designed for smaller cities. This Guide, soon to be published, presents a brief review of the merits of programming and the essential elements of the process. An excellent manual, "Budgeting for Smaller Governmental Units," published late last year by the Municipal Finance Officers Association, devotes attention to capital improvements programming and provides practical assistance to local units.

What is capital improvements programming? In essence, it is a system of looking ahead a specific number of years, and scheduling capital expenditures over that span of time. When conducted by a government, the process sets priorities for public improvements. A fully developed program should document the necessity, estimated cost, and anticipated means for financing each scheduled project.

Among the items commonly included in these programs are major expenditures for the construction or repair of fixed assets like water and sewer facilities, or public buildings; for urban renewal projects; and for the advance purchase of land needed for future parks, school sites, or other public purposes. Capital improvements programs generally look ahead over a period of five to seven years, although successful programs have been adopted which are longer or shorter than this. The specific nature of the projects to be included in the capital program, and the period for which projections are made, depend on local circumstances.

In many ways, the programming process may simply bring together information and ideas already available. There are five major steps:

1. Preparation of a list of capital improvements projects considered to be needed or desirable, based upon proposals of the department heads and other public groups or bodies.

2. Estimates of costs of these projects offset by operating savings.

3. Financial analysis of both the community's ability to pay for the projects and means used to finance them.

4. Review and tentative selection of projects for inclusion in the program in order of their priority.

5. Public review and legislative approval of the program.

Once the capital program has been approved, it is put into effect and updated on a yearly basis. The first year of the capital program is used to budget that year's annual capital expenditures. At the same time, the entire program is reviewed and extended another year. Thus, if a capital program is approved for the years 1966-71, the first year of the program is used to plan the government's capital improvement expenditures for 1966, and further projects are made for 1972. To some, the above process is known as "capital budgeting," "public improvements programming," or simply "capital programming." But to many, the term "capital improvements programming" seems most precise. By any name, it offers important advantages to a local government.

The need for facilities is brought in line with community goals, anticipated growth, and financial resources. Programming may coordinate and relate conflicting and overlapping projects of various departments and agencies in behalf of the whole community. Thus, the most needed and desirable projects will be constructed first and maximum benefits will be gained from the money spent.

With ample time for planning future construction, impulsive and costly mistakes may be avoided. For example, streets will not have to be dug up or altered if they are initially planned in relation to other facilities. Working with a list of projects for future consideration, the city officials have time to select and purchase the best possible construction sites and needed land. Such land, moreover, may be purchased at a fraction of the price it would cost in years ahead, resulting in considerable financial savings. Finally, by spacing out projects for a number of years in the future, the city may be able to stabilize tax rates and expenditures for construction and develop a sound fiscal program.

Capital programming is also good public relations. Citizens are given a chance to participate in the formulation of the program and to make their opinions known through open hearings and advisory committees. Moreover, programming fosters a sense of common objectives in the community and shows citizens that their demands for improved or additional facilities have been recognized.

Ideally, capital improvements programming should be based on long-term planning, on a comprehensive or master plan for the future development of the community. It should also be based on long-term fiscal planning. Local units which have already undertaken such planning have a head start in capital improvements programming as well as a sound policy base upon which to build their program.

Other units, however, need not wait. There is no need to begin with a fully perfected capital improvements program. What is important is that local units do the best they can with existing information, personnel, organization, and resources. In the end, each government must tailor a capital program to meet its own needs and objectives. The best way to do this is to try it; to learn by doing. ■

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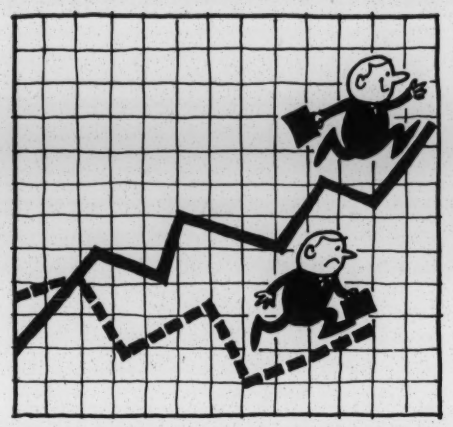

WHAT EVERY CITY GOVERNMENT SHOULD KNOW ABOUT

ECONOMIC DEVELOPMENT

HAROLD W. WILLIAMS

■ IF YOU VISIT the quiet, old town of Jefferson, Tex. (pop. 3,082), and drop in on the old Excelsior Hotel, you can see a 19th century guest book in which there is written a prediction and a signature. The prediction: "This is the end of Jefferson." The signature: "Jay Gould."

In those days, Jefferson was a thriving city, a river port. The city fathers couldn't be bothered with a railroad. And so Mr. Gould went about 15 miles south and established his Texas Pacific Railroad yards at Marshall. Mr. Gould was right. That was the end of Jefferson—as an economic force.

With the pace of economic change accelerating so rapidly in the last half of the 20th century, the lesson for city officials is even more pertinent today than it was in the days of Jay Gould.

If a city is to serve its citizens, it needs a dynamic and diversified economic base—a base which will provide the population with a growing standard of living, and which will support public services on a scale commensurate with the needs and desires of an active and intelligent population. Economic growth alone will not produce the Great Society, either nationally or locally, but neither can you produce a Great Society without economic growth.

The author is on the Washington staff of W. B. Saunders & Company, a division of EBS Management Consultants, Inc. A specialist in public planning and development programs, he is a former Deputy Administrator of the Area Redevelopment Administration, and helped plan many of the current "Great Society" programs for public works, economic development, regional development, manpower training, war on poverty, and community planning.

The Role of City Government

Up until a few years ago, city officials who expressed much interest in economic development were rare. Even today, official concern is limited. Look to New York City as a case in point, a city which has been losing manufacturing employment year after year and which only took the first faltering steps to sponsorship of an industrial development effort in 1965. And even this came only after private groups had taken the lead.

There have been exceptions, but most city officials have assumed that private groups would take care of economic development problems while the city took care of police and fire protection, streets and sewers, parks and buildings. As a result, chambers of commerce, private utilities, and "Committees of 100" have taken the leadership in economic development.

This system has worked well where there has been dynamic and effective private leadership, and the literature is full of such case histories. It hasn't worked well at all when private leadership was ineffectual or apathetic. And it has worked disastrously in those places where private leadership hasn't really wanted any new economic activity.

One thing is certain. It has always worked better when municipal government has worked closely with private economic interests—whether in a position of leadership or not. And today, with the pace of economic change accelerating and with local areas becoming increasingly more competitive in their efforts at economic development, it must be the concern of every city government to know how its actions affect economic development, to take actions which will maximize the potential for local economic growth, and to work in harmony with private development organizations.

Industrial Sites Needed

Industry needs space. Land must lend itself to construction at minimum cost; utilities must be available; access to water, rail, surface, and air transportation facilities is essential; the cost of the land must be reasonable; the land must be readily available; it must be free of unnecessary zoning restrictions.

When public officials review plans for community renewal, zoning, and open space, it is not enough to confine the review to matters of tax base, aesthetics, traffic flow, and the like, important as these aspects are. The effect of the plans on the community's ability to attract and hold industry must also play a major role in their evaluation.

A Favorable Trade Balance

We are all familiar with the concept of a favorable trade balance for our country. Especially, these days, with the publicity given to a deficit in our national balance of payments, we have become sensitive to the need to export more goods. A community must export goods and services, too, if its citizens are to get the dollars they need to maintain and upgrade their standards of living.

Here is an example of how this affects community physical planning. Suppose there are several options for the development of a piece of land. One option might envision a shopping center, complete with a bowling alley and theatre. Another might envision an industrial center with three or four light manufacturing buildings. From the standpoint of taxes, either development might provide equivalent tax returns; in fact, the shopping center might provide more taxes. But the shopping center exports little by way of goods and services, and makes no direct contribution to the economic development of the area (although it is valuable indirectly insofar as it upgrades the quality of life in the community). On the other hand, the industrial land can attract branch plants of businesses, spark the location of new businesses, and add to the total wealth of the area.

Obviously, there are other factors to be considered. And when all the factors are weighed, a shopping center may turn out to be a better decision than an industrial park. What is important, is that authorities take into account the need for a favorable local trade balance when key decisions are made. While local service industries are desirable, they add little to economic development. As someone once said, "You can't succeed in economic development by taking in each other's laundry."

The Visitor Industry

An important service industry which does bring in new dollars is the visitor industry, which includes tourists, traveling salesmen, and conventioneers. Some places, by virtue of their location or by some peculiar historical accident, such as the Battle of Gettysburg, become tourist attractions without much official local effort. Others have to work hard at bringing visitors in. Up until a few years ago the city of Detroit lacked up-to-date hotel and restaurant services, and had virtually no convention facilities. Because of its location, it should have had an outstanding visitor industry, but even businessmen often planned their trips to avoid more than the necessary minimum overnight stay. Happily, all that is being changed with the addition of a modern convention hall and several fine hotels and motels. These new attractions did not come by accident, but had to be developed by a hard-working public-private group of local development-minded people.

There is scarcely a community in the country which can't do more than it is now doing to attract and hold more visitors, and thereby improve its "trade balance." There is no magic or mystery to the formula. Good accommodations are essential. Information must be provided. Attractions must be developed. And the community must work hard at developing a reputation for hospitality.

Education and Training

First class educational facilities, from kindergarten through graduate school, are essential to economic development. Obviously, not every community can have a graduate school, but its elementary and secondary schools need to be good. And its residents need access to a good community college and post high school technical training. Where communities are too small to support these institutions, they must work together on a regional basis.

The community's educational program needs to be well-rounded. Good vocational training facilities can be as important to economic growth as a good college. The growth of many businesses is limited by the ability of the business to hire qualified workers. Even if the community trains people who eventually leave to take jobs elsewhere, the community is better off economically to have a former resident working somewhere else and sending money back home (or returning for visits) than to have that same individual jobless at home.

A good vocational training program starts with a good program in the schools for high school students. But it must also include training of dropouts, high school graduates, and adults. There are now federal funds for training of the unemployed and the out-of-school. Failure to use these funds effectively in attacking local joblessness is often a failure of will, not of means.

Transportation Facilities

Good transportation facilities are essential to economic growth. They provide the access to markets and to raw materials. The better the transportation facilities, the larger the potential market for an "export industry," the greater the stimulus to economic growth. But good transportation facilities don't come by accident. Groups must work consistently and intelligently to see that air and rail service are expanded, that highways don't by-pass the community, and that ports are modernized.

Nor is transportation the only cost of distribution. Sometimes a community can overcome an apparent transportation disadvantage by proper economic planning. Northeastern Minnesota, for example, is relatively further away from some markets than many areas of the country and local industries felt themselves to be at a competitive disadvantage. Our company was able to show local businessmen how they could partially overcome this disadvantage by various methods such as pool shipments, changes in packaging, and so on.

What will work for one community will not work in another. The essential thing is that transportation is important to economic development. Those who are concerned about the economic growth of a city ought

to make sure that their industries are getting the best possible transportation facilities, and that they are making the best possible use of facilities available.

Public Facilities

A great deal has already been written about the importance of the community's physical plant as a factor in encouraging economic growth. Water supply, waste treatment facilities, streets, hospitals, libraries, other community buildings—all play their part in promoting economic growth.

No community can afford to let its physical plant deteriorate or even to neglect to keep its physical plant growing. Fortunately, there are now many sources of assistance to local communities as a result of federal programs. The Housing and Urban Development Act, the Public Works and Economic Development Act, the new educational legislation, the Hill-Burton Act, the Water Pollution Control Act, and many others now provide considerable assistance to local communities. Most city governments know of these programs; many have not explored them fully or systematically.

Economic development, largely a result of the growth of private enterprise, can't be separated from decisions made by individual managers, each of whom is, above all, a human being.

While a computer may answer that a particular location is most desirable from a cost standpoint, the owner of a business may decide that another location is more desirable because he has family nearby or because his wife likes it.

You must, as a part of an economic development effort, see that attention is given to good shopping areas, parks, cultural affairs, beautification, and so on.

Labor Relations

Many areas have reputations that they are subject to labor disputes. Whether a particular community has this reputation or not, those who are concerned about economic development in the community should take steps to see that there are harmonious labor-management relationships, to the maximum extent possible, and that these relationships are publicized.

Holding of a labor-management committee meeting regularly, even in the absence of strife, is often a useful means for promoting better understanding. Wise leadership in such a committee can also make it a tool for settling disputes.

Labor has a special interest in economic development, but often fails to recognize that interest. This is particularly true in areas where the economic development effort is an exclusive affair, run by a small group of business leaders. It is not uncommon to hear of a new company facing a strike soon after it moves into an area, and business leaders blaming the union for not cooperating in the economic development effort. In such cases, the chances are strong that the union leaders have not been a part of the economic development effort. Where they are such a part, they can be noticed out front sharing in the burdens and the glory of the work and concerned for its success. This does not guarantee freedom from labor strife, but it can make settlement easier.

Business Climate

Businessmen are like the rest of us. Most of them prefer being appreciated. They are more apt to stay in a place or move to a place where they feel they are wanted. I have heard many businessmen say that they would like to leave their present locations because the community takes them for granted and leaves them to face petty annoyances such as failure to repair a street, poor bus service, or excessive trash removal charges.

A useful program in many communities involves periodic interviews and questionnaires to local industries to find out what their gripes are, and whether they can be helped to expand. Even the fact that the businessmen are asked helps, even if there are no specific problems to solve.

When dealing with prospective new industries, the local community should show real interest. Many businessmen report that they picked one location over another because the people seemed nice or that "the local people really acted as if they wanted us."

The local tax situation will require some study, but unless taxes are out of line or unreasonable, most businessmen are willing to pay their share. Some communities have undertaken tax concessions as a method for inducing the location of new industry. This is a decision which must be made locally. The advantages of the new payrolls have to be weighed against the cost of services to the new industry and the willingness of other taxpayers to bear the burden. The problem of tax concessions should be approached cautiously, if at all, and expert advice should be sought.

The Overall Look

Economic development affects everybody. It means more jobs, a growing community, a better life for all who live in a community. But this also means that economic development should not be the exclusive preserve of one segment of the community.

Local merchants have a strong interest in economic development, but they should not have the controlling interest. Local utilities have a great stake in a growing community and can contribute much to economic development. But they are not alone. Doctors, lawyers, laborers, teachers—all must be a part of the economic development effort.

Who, then, speaks for the community on economic development? Who else other than the official government of the community can speak on economic development? It seems clear that city governments must take the leadership in economic development and must see to it that there is a broadly organized overall economic development program that touches all aspects of the problem and includes all community groups.

Communities must grow, or they will deteriorate. Economic factors will provide the basis for growth. Economic development is the method by which economic factors can be influenced to bring about the most growth possible. Along with all the other problems of governing a modern city, economic development must be undertaken. If it is neglected, the other problems will be magnified. ■

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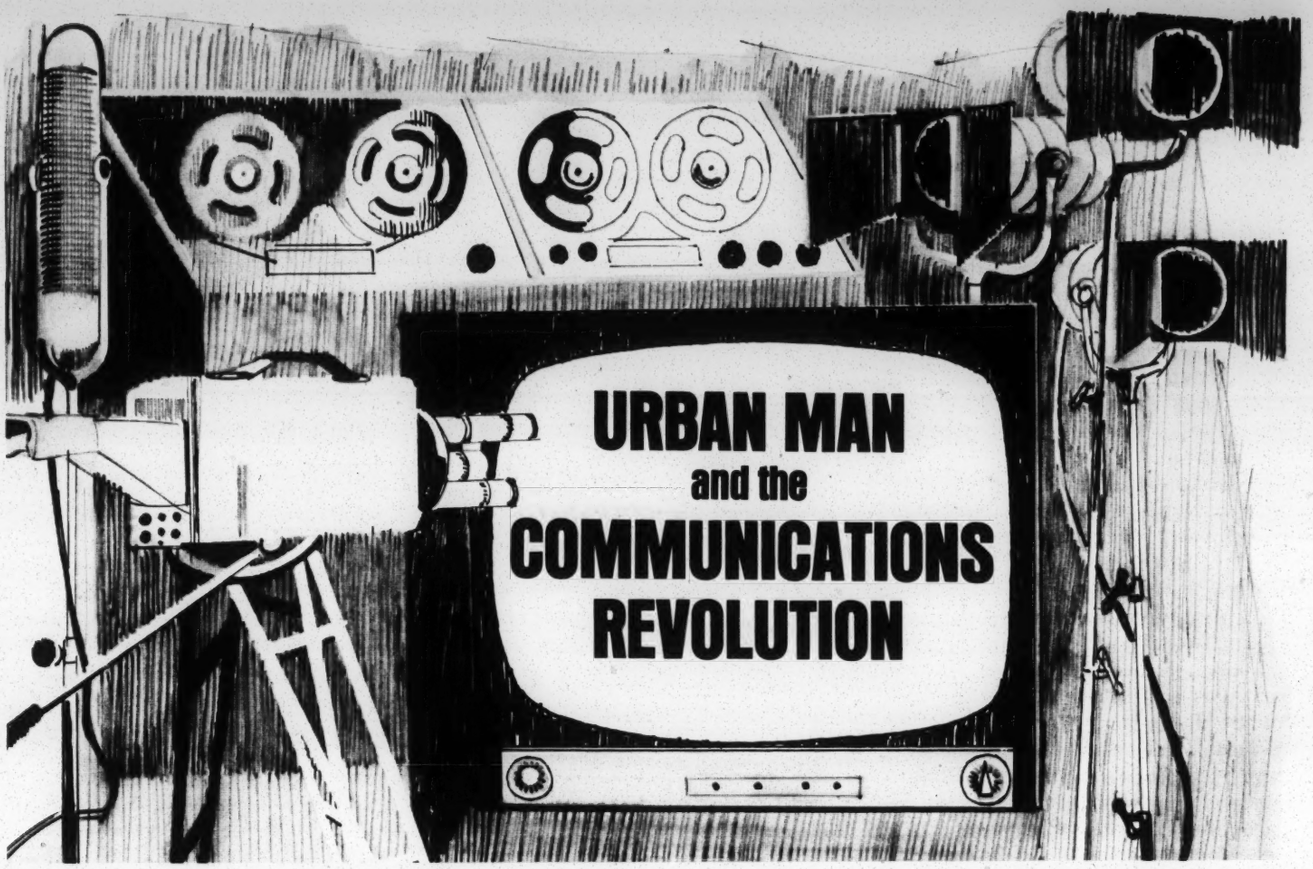


The Implications of Innovations in the Field Often Have Been Overlooked by City Planners

NICHOLAS JOHNSON

■ THE CITY is man's greatest monument to the importance of communications. As a matter of logic and history, the need for contact between man and man constituted the principal impetus for the creation of cities.

But now, as critics of contemporary megalopolis are quick to point out, the city has undergone a Frankensteinian mutation. Its vast population, its crowded streets and congested living and working spaces, its cumbersome political and economic institutions, have made the city a place where communication is costly, inconvenient, and in great measure altogether impossible.

NICHOLAS JOHNSON *began a seven-year term as a commissioner of the Federal Communications Commission in 1966 after two years as Maritime Administrator. Before that he had been an associate member of a Washington law firm and also served on the University of California law faculty, primarily in the field of administrative law and economic regulation.*

It is remarkable that professionals concerned with the future of our cities have paid communications so little heed. There can be few facts of more consequence to their projections than the exponential rate of increase in the capacity of homes and offices to send and receive information. Moreover, many familiar examples of existing technology could be put to work on the array of problems which cloud the American city's troubled entrance into the final third of the twentieth century.

As city governments consult systems engineers in attacking their problems, communications technology will be hit upon more and more as the best means of wringing more effectiveness from strained budgets. Merely to recite a characteristic list of programs and problems is to suggest the vast potential contribution which communications can make in each area.

Widespread attention has already focused on the close relationship between communications and the operations of urban police departments. The President's Commission on Law Enforcement and the Ad-

ministration of Justice, in a report on science and technology prepared by the Institute for Defense Analyses, has compared police patrol systems to a living organism whose "primary input network is the public telephone system, and whose primary output network is the mobile radio police network."

As the importance of communications networks to effective crime control has become clearer to police departments, jurisdictions across the country have begun to demand, and manufacturers have begun to provide, more sophisticated devices. Radio-equipped patrol cars are commonplace. Foot patrolmen in many cities are being equipped with transmitting and receiving equipment capable of keeping contact with patrol cars or base stations. Street-corner call boxes which permit voice communication with police (and also fire) headquarters are on the market, for which the Federal Communications Commission has recently made available one narrow-band channel.

Furturistic Devices Due

Other devices are just over the horizon: electronic means for computer-controlled systems for locating any patrol car automatically; mobile teleprinters which transmit written orders to patrol cars and which will eventually provide mobile access to local, regional, and national computers for instantaneous data processing, storage, and retrieval; and mobile television receivers. Some day, if we so desire, we will be able to mount on the wrist of every patrolman communications equipment just as potent as that long used by Dick Tracy.

Indeed, the use of communications for crime control purposes is already one area where city governments have pioneered—and left federal communications agencies distinctly outpaced. The sliver of spectrum space allocated to the land-mobile radio service by the FCC in 1949 has been inadequate for years. In 1966 NATION'S CITIES predicted a 31 per cent increase in the need for radio frequencies for police uses by 1971. Recently the FCC has provided additional frequencies for police use. But new frequencies—and alternative systems for managing our use of current assignments — must remain among the most urgent items on the agenda of both the FCC and of local governments until this need is met.

Reaching the Public

In such fields as housing, health care, education, welfare, legal assistance—to name just a few—we have already established massive federal and local governmental programs. But, as is often remarked, the people who have the problems often do not know that there are outposts of government equipped to offer a cure. And it is easy for the administrators to remain substantially ignorant of the specific needs of the people who in fact fall under their jurisdiction, or perhaps be led to believe that there is no need to be served. Those who do recognize the need spend considerable time and money trying, in various ways, to communicate with those they seek to serve.

The President's National Advisory Commission on Civil Disorders listed "effective communication between ghetto residents and local government" as the first goal in its strategy for restoring urban tranquility. The Commission's recommendation was not based on theorizing. For the Commission's investigators reported that: "Virtually every major episode of urban violence in the summer of 1967 was foreshadowed by an accumulation of unresolved grievances by ghetto residents against local authorities. . . ." The basic cause of volatile backlog of discontent was not hostile officials. It was, the Commission said, "a widening gulf in communications between local government and the residents of the erupting ghettos. . . ."

It seems to me that no governmental institution can link government to the people as well as can radio and television. And broadcasting can become even more of a two-way means of communication which allows the people to reach their government—and other people.

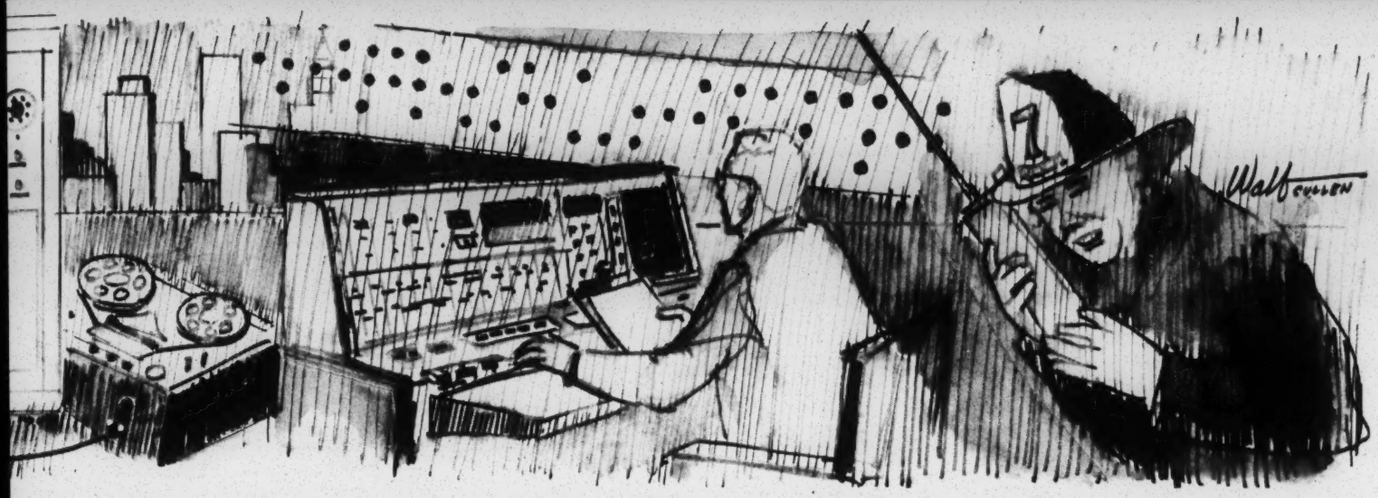
In New York City, for example, a leading rock and roll station has for the last three or four years run a series of remarkably successful campaigns to aid the citizenry in its efforts to locate and use government agencies responsible for housing, medical care, and racial discrimination. Several times each day, the station broadcasts one-minute spots notifying its listeners that, if they wish to rectify a matter having to do with housing, they should call a specified number. On calling, the complainant would receive information about the specific agencies that should be contacted and the nature of the process necessary to register a complaint and obtain redress.

Radio a Vital Medium

Running this telephone service was a group of volunteer women calling itself "Call for Action." They processed 45,000 complaints about housing conditions. Over the two years, the city's housing agencies somehow were able to reduce the average time it took to process a housing complaint from more than 90 to less than 20 days. The value to the city of this imaginative—though simple—service was plainly enormous.

Some city agencies may look upon such activism by broadcasters as a threat. But certainly the dedicated governmental leader will recognize the prod of such ombudsman-style programs (a format plainly susceptible to a great variety of urban programs and problems) as an invaluable measure and guarantor of performance.

And all local agencies should recognize in television, and especially radio, a probably unparalled means of reaching their constituencies, especially ghetto residents who are the



recipients of many government services.

In many instances, the public school as we know it has been turning in a disturbingly deficient performance. Much of its inadequacies can usefully be understood as failures to communicate. As a medium, it has been cumbersome, expensive, and often altogether ineffective. And its message is too often out of step with the needs of the student seeking preparation for a role in tomorrow's economy.

Service Savings Possible

Here again, communications technology opens vistas that should excite educational theorist and budgetary planner alike. For example, continuing refinement of closed circuit television, teaching machines, and computer techniques promise substantial help in solving such troublesome problems as: the growing cost of assembling the burgeoning school population in adequately equipped buildings and classrooms; the difficulty of finding quality teaching personnel; and the necessity to keep good teachers abreast of fast-changing developments in their field. Broadcast or cable television systems can be used to make available these techniques of education in every individual's home—a development of increasing value in an economy where continuing technical change creates a constant need for reeducation of the adult work force.

What can communications do to moderate the costs and inconveniences of that great American institution, the rush-hour traffic jam? In part, it can alleviate it: police helicopters already radio information about traffic conditions to broadcast stations which relay it to commuters, hoping thereby to permit rational individual decisions to choose one route or another. This is, of course, but a crude device.

There is no reason why the flow of traffic cannot eventually be regulated through the use of sensory devices on the scene feeding information about conditions to computers which then relay instructions to traffic lights, lane-closing and opening signals, or perhaps outright temporary roadblocks, just as feed-back flow systems control "traffic" in a steel mill or an oil refinery. At the very least we could use communications (radio and telephone) to better coordinate and distribute information about available urban transportation systems, by equipping buses with two-way radios, and by broadcasting reports about scheduling during peak-load periods.

Moreover, to some extent, communications may be able to eliminate the traffic jam altogether by obsoleting rush-hours. A housewife who can place her order by phone doesn't have to drive across town to shop. A lawyer who talks to a client by phone can do as well from across the continent as from across the hall. The small conference in the airport motel can be conducted from home with much less cost and strain with the aid of closed circuit television and long distance xerography (facsimile transmission of documents).

Impact on Transportation

In fact, any of us in the information processing business (memo writing and reading, correspondence, files, magazines and books, phone calls, newswires, computers, conferences)—and we are a growing band—will soon be able to relax and leave the driving to the non-communicative commuters. When we do so in substantial numbers we will affect the cities' "commuter problem," transportation needs and traffic patterns, and the very reason for today's central cities.

Once we recognize the impact that communications advance may have on transportation needs and patterns in the metropolis, we can see just how fundamental its role will be. If work now done in offices will not in the future require what is called "a central location," what are the implications for commercial and residential location patterns? What kinds of considerations are there in such speculations that city planners might—or must—take into account in trying to fix the shape of metropolitan areas?

Dartmouth Professor and RAND consultant John Kemeny has predicted that most of the basic functions of the central city will be wholly or partially obsoleted by 1990, when a vast computer-communications network will provide all offices and homes with video and aural contact with each other and with every conceivable kind of educational, informational, and entertainment fare. To accept a prediction like that—and it is hard to find fault with it—is not, of course, to say that cities will disappear. But it is clear that they will be radically transformed, physically as well as in many other ways. Communications advance will be the basic technological fact around which the cities of the next decades will take their shape.

Communications Planning Need

Otherwise said, communications will be to the last third of the twentieth century what the automobile has been to the middle third.

If we had that period to do over again, undoubtedly one of the things we would change is the failure or refusal of city planners to talk to highway engineers and vice versa—when the cities of today were on the drawing boards a decade or two or three ago. No coordinated effort was made to adapt the structure of the metropolis to the fact and implications of the automobile—or to adapt both to the human needs of the people who live and work in the city. We do not want to repeat this mistake in accommodating future technological revolutions while designing the cities of coming decades.

To take stock of the relationships between communications and urban development, we need to consider short- and long-run measures. To

handle short-run problems, city governments might well consider establishing an individual or office, preferably as part of the mayor's office, specifically concerned with the totality of communications needs and activities of the city. Responsibilities of such an office might include:

- Establishment of priorities in the use of mobile radio frequency space by city agencies (and possibly private users as well), as the Office of the Director of Telecommunications Management does for the Federal Government. If such offices are established by local governments, they should be accorded a formal, and to some degree autonomous, role in the decisions of the FCC on frequency allocation.
- Ascertainment of the communications needs of various agencies and programs, and promotion and coordination of efforts to use the mass media to further these needs.
- Consideration of whether the city should establish its own municipal radio or television broadcasting or closed-circuit media, on the model of New York's highly vigorous and successful WNYC AM, FM, and TV.
- Determination of how the city should use its power to franchise cable television systems. Few if any city governments have recognized the potential value to themselves of the FCC's decision not to preempt the power to license CATV systems. It not only gives the city government a handle on the future structure, content, and ownership of the communications system which will emerge within its jurisdiction over the coming decade or two. It also provides a potentially substantial source of revenue.

For its part, the FCC could, if city governments showed an interest, establish an Office of Urban Communications. Some of the matters to which this office could address itself would include:

- To what extent is current research and development in communications addressed to improving communications between cities, as opposed to communications within cities? To what extent does this allocation accord with the priorities of the nation?
- To what extent is the current crisis in frequency allocation for land-mobile radio use a matter of urban priorities? How could the present criteria for allocating frequencies, and regulating the telephone company, be revised to reflect better the needs of the mid-twentieth century metropolitan center? What procedures can be devised to better ascertain urban needs?

For the long run, we have to do two things: think and experiment. Much of both jobs must be done on a financial and institutional scale which puts them beyond the reach and responsibility (at least the direct responsibility) of individual city governments. But if the federal government, private industry, and the universities do not undertake these jobs, it will be city governments which suffer. So they may properly be burdened with responsibility for prodding others to action.

But serious analysis of the criteria and resources for designing the urban communications systems of the next decades is an urgent necessity. The alternative is to leave the field to the private—and ultimately uncoordinated—"planning" done by the managers of the communications industry.

Here is an example of the sort of intellectual tasks that demand confrontation now:

Perhaps we need to completely rethink what we are doing in the technology of mobile radio, and pursue a wholly different course to the same end. At some point, virtually every technology or system is totally abandoned in favor of a wholly new means to the same end that is cheaper and more satisfactory. Steam locomotives gave way to diesel, and both gave way to propeller airplanes, which in turn gave way to jets.

Land mobile radio frequency congestion is now so serious in the cities that we could usefully double the amount of frequency space available. But what long term solution would that provide—even if the frequencies were available? Since additional use (even with today's restraints) is growing at the rate of 20 per cent a year, we would be—within five short years—back in precisely the same bind we are today. (In fact, additional demand would undoubtedly be generated by the additional frequencies and the period would be less than five years.) Present technologies and systems simply do not appear to be adequate to the task.

Cities Wired for Action

What alternatives are there? We don't know. They are largely unexplored. One suggestion is that a city might be wired in such a way as to permit a mobile radio *system* to operate with perhaps hundreds or thousands more transmitters of *very low power*. Today's radio-dispatched cab must be able to transmit perhaps 30 miles—in all directions—in order to communicate with its base station. If each block were wired to receive low power transmission, and relay it by cable to its destination, the city's information system could handle much more message traffic. Such a proposal has obvious implications for public utility regulation. It may be that we will have to give more attention to common carrier mobile radio systems, and less to private as congestion becomes intolerable under our present wasteful system.

One thing is certain. We are going to have to educate ourselves in the spending of large sums of money. The military has learned that adequate planning of a relatively simple and specialized communications system cannot be done for less than tens or hundreds of millions of dollars. How much more sophisticated, costly—and significant—is the adequate design of communications systems for the daily use of millions of urban Americans. An adequate investment in such planning can pay for itself many times over. But the hundreds, and occasionally thousands, of dollars we are accustomed to spending on civilian communications planning are simply not going to do the job, and may even leaves us worse off.

One of the most important areas in which we will have to invest that money is experimentation. We will need to test individual subsystems; for example, a design for a new urban mobile communications system ought to be recipient of funds for a massive pilot program in at least one American city. We will also need to test more comprehensive systems—perhaps for a neighborhood or a single suburban or residential community, perhaps through the Model Cities program or something like it.

Finally, we do want to have some genuine model cities—like the private efforts launched in Reston, Virginia, and Columbia, Maryland, and more significant still, the Experimental City now under consideration by three federal agencies and a consortium of Minnesota interests.

We cannot—even if we would—dismantle the urban complex. But that is no reason to despair. The tools are at hand to make urban life governable and liveable—if only we will take them up. Innovations in communications technology are crashing upon us like the waves of a stormy sea upon the beach. Each brings worlds of opportunity.

The implications are there for all of us: business, universities, the arts, government. Those in the communications business and those directly responsible for our cities' welfare must make it their urgent business to take account of the communications revolution, and to put its gifts at the service of urban man. ■

JULY | 1969

nation's cities

the magazine of the National League of Cities

SMALL CITY U.S.A.

decline or growth?

HUD'S concern for the small town

Office of Small Town Services Promotes Better Communities

SAMUEL C. JACKSON

■ THE CONCERN of the Department of Housing and Urban Development for the future of small towns is as old as the laws under which it and its predecessor agencies operates —dating back some six Presidents and 16 Congresses.

The 1965 law creating the department charged HUD with concern for *all* of the Nation's communities—"town, village, or other local governments." Specific provision was added by Congress to assure that nothing in the act be construed to deny or limit the benefits of any program, function or activity of HUD on the basis of population or corporate status except as may be expressly provided by law.

The funds appropriated by Congress must flow to the local units on the basis of the merits of the local program and local need. When limits have been placed on a program by size of community, those limits have been upper population limits.

Thus, in response to the question posed to me around the country, "Has the federal government written off the small city?" I can answer unequivocally that HUD in rule and in practice, has written *in* the small city.

However, we are approaching the limits of what HUD can do alone. In this connection, I concur with Sec. George Romney when he said: "The role of government is limited, but it is also vital. It involves taking the leadership in developing national policies, goals and priorities, and then in helping to mobilize resources to carry out those policies and meet those goals." In short, there is much that small towns can and should be doing by themselves to revitalize their environment.

HUD recognizes that all cities may have been created equal but that the smaller community faces certain disadvantages in terms of ability to identify problems and priorities, to ascertain where assistance is needed and to mobilize available resources to seek and qualify for such assistance.

The creation of the Office of Small Town Services within HUD's Office of Metropolitan Development underscores our concern toward ensuring that the small community point of view and condition are fully recognized in developing policy and program decisions.

Thus, the Office of Small Town Services serves as a central point in HUD for focusing on the problems of smaller communities. A balanced program of activities and projects is being undertaken to:

- Facilitate and ensure that HUD resources are available to assist the nations' small towns in their community development process.
- Familiarize the small towns of America with HUD programs designed for improved local development.
- Ensure that smaller community needs and problems are recognized, analyzed, and reflected in departmental policy and program decisions.
- Work closely with federal, state, and local agencies as well as appropriate private organizations to provide smaller communities with needed specialized information and advisory services support.

Coordination of various HUD programs with other federal and state programs which serve small town development will be stressed through conferences, seminars, local visits, surveys, and studies. The smaller community's lack of adequate information regarding federal programs and technical capability to cope with the growing perplexities of urbanization will be key areas of focus. A greater involvement and capability of HUD central and regional offices and the states to assist small towns will be emphasized.

A comprehensive study dealing with the "Identification of Small Community Needs as Related to HUD Programs" is being conducted with the Office of Small Town Services responsible for providing the technical direction and monitoring. This effort will lead to a more effective delivery of programs to small towns.

The chief concern of this office is the small community and its problems and needs. The staff will work closely with local officials, HUD program officials, other federal agencies, the states, and other public and private groups. Activities will be coordinated through state agencies, particularly those funded under various HUD grant programs. Expertise in the areas of housing, relocation, planning, public facilities, manpower, management assistance, equal opportunity, etc. (available elsewhere in HUD and outside) will be brought into play to achieve quick and effective results.

This coordinating role is implicit in the grant and loan programs of HUD which are concerned with basic community needs and geared to aid communities in providing the kind of environment and services that business seeks for its employees, that citizens seek for a full and productive life.

Employer or employee, senior citizen or high school senior, shareholder or sharecropper—all look for decent and available housing, modern health facilities, pleasant park and recrea-

tion areas, a plentiful supply of power and water, a good public library, and other municipal services.

An examination of many of the HUD program elements bearing on small communities will give you an idea of what HUD's approach is and how it may be related to any small city.

Let us look at a few of these in terms of assisting the small city to meet its needs:

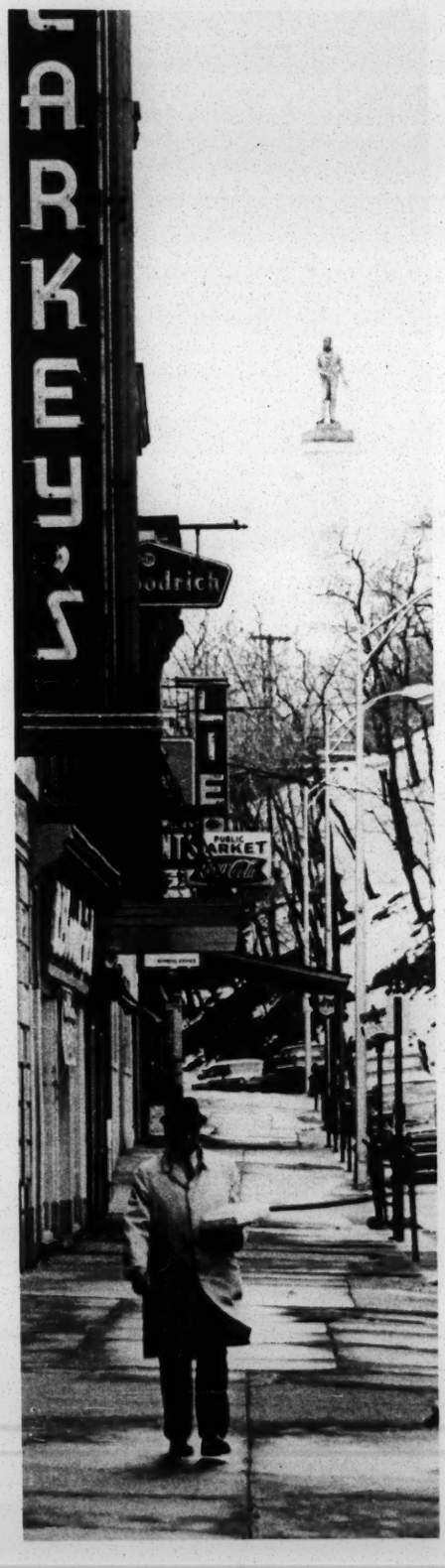
- More than 80 per cent of the cities in the public housing program are under 25,000 in population.
- Almost two-thirds of the urban renewal projects have been in cities of under 50,000 population. Over 50 per cent of participating cities have, in fact, populations of less than 25,000.
- Public facilities loans are almost totally restricted to communities under 50,000 population. Ninety-three per cent of the projects assisted have been in communities under 10,000.
- More than 83 per cent of water and sewer facilities grants have been to communities under 50,000. In the last fiscal year, out of a total of $175 million in grants, $120 million went to communities under 50,000 and $30 million went to communities under 10,000.
- Thirty-six of the cities selected to receive planning grants under the Model Cities program are communities under 50,000 population.

The latest tools to be added to our arsenal were provided in the 1968 Housing and Urban Development Act.

Of key concern to rural America is a new category of assistance—grant funds of two-thirds to three-fourths—for multi-county planning in rural and other areas outside of metropolitan areas.

Its basic purpose is to help preserve and utilize our very great human and economic investment in small towns and rural areas. Collaborating with the Department of Agriculture, we are hopeful of funding several dozen of these multi-county plans this year.

HUD does not seek out favored recipients for our financial resources. We have depended and will continue to rely upon local responsibility and local initiative to work its way.



We feel this will not only prove the best way to solve many problems, but only in this way can we create for all Americans a rewarding and meaningful environment.

It is our conviction that one of the more effective ways of reducing inner-city pressures is by enhancing the quality of life in the small towns. This would give those urban residents who might prefer living in smaller communities an option which, in many cases, is not now available to them. I should emphasize that it is not HUD's policy to stimulate this movement—we simply want to make available to core city residents the option of a rewarding life in our small towns.

To sum up, the federal government is not crossing out the small city. Every federal program is as relevant to the small city as to the large city; in every great domestic program, the strengthening of community life and an improved environment for its citizens can be traced.

We are doing everything possible to broaden the options for settlement—not to dictate distribution—but to enhance people's freedom of choice.

For, as President Nixon said: "We must assist small communities to develop an environment—of community services, recreational facilities, educational opportunities, better medical care, and job opportunities—that will alleviate poverty, that will hold out hope for a brighter future, and that will ease the pressures upon these citizens to join the march to the cities." ■

SAMUEL C. JACKSON *is Assistant Secretary for Metropolitan Development of the Department of Housing and Urban Development. Before coming to HUD, he was vice president of the American Arbitration Association and had been the Director of the Association's Center for Dispute Settlement.*

Helping Smaller Cities Face the Future

OUR NATION'S country towns, its rural villages, its smaller cities and boroughs are in great need of specialized and urgent attention. The very future of America's smaller municipalities will undergo severe change by the end of the century as our country absorbs new population half again its present size.

Some of the challenges now confronting smaller municipalities and which call for new approaches include: unique social problems that know no boundaries; the economics of smaller cities which are so vital to sound development; new roles for towns, villages, and boroughs in manpower training; and political restructuring and modernization.

But if there are challenges and problems for smaller cities, there also are new opportunities through the Model Cities program, partnership ventures via intergovernmental agreements, combination possibilities in federal-state urban programs, and the potential of planned, new city-type expansions. These all demand the availability of professional and technical assistance and the knowledge of organizational methods which are particularly difficult for the smaller municipality to obtain.

Last month this nation's two national municipal associations—the National League of Cities and the U.S. Conference of Mayors—announced the beginning of what could become an historic administrative joint service program. This has great significance for smaller municipalities.

The vast membership structure of both municipal organizations (particularly the unique state municipal league membership of the NLC) holds promise of important new programs and services designed to upgrade municipal government capabilities.

And when you add the newly broadened International City Management Association with its service programs now available to the administrative professional in any municipal government (and featuring a special smaller city management information service), this presents an unbeatable, three-way combination of national association services.

The National League of Cities and the U.S. Conference of Mayors soon will launch a Smaller Cities Service Center. As funds become available, this center will help smaller cities accomplish the following objectives:

- *Expand National Resources:* NLC and USCM will be better able to coordinate their respective policy and legislative programs and to work more closely with all federal agencies for the expanded benefit of smaller municipalities.

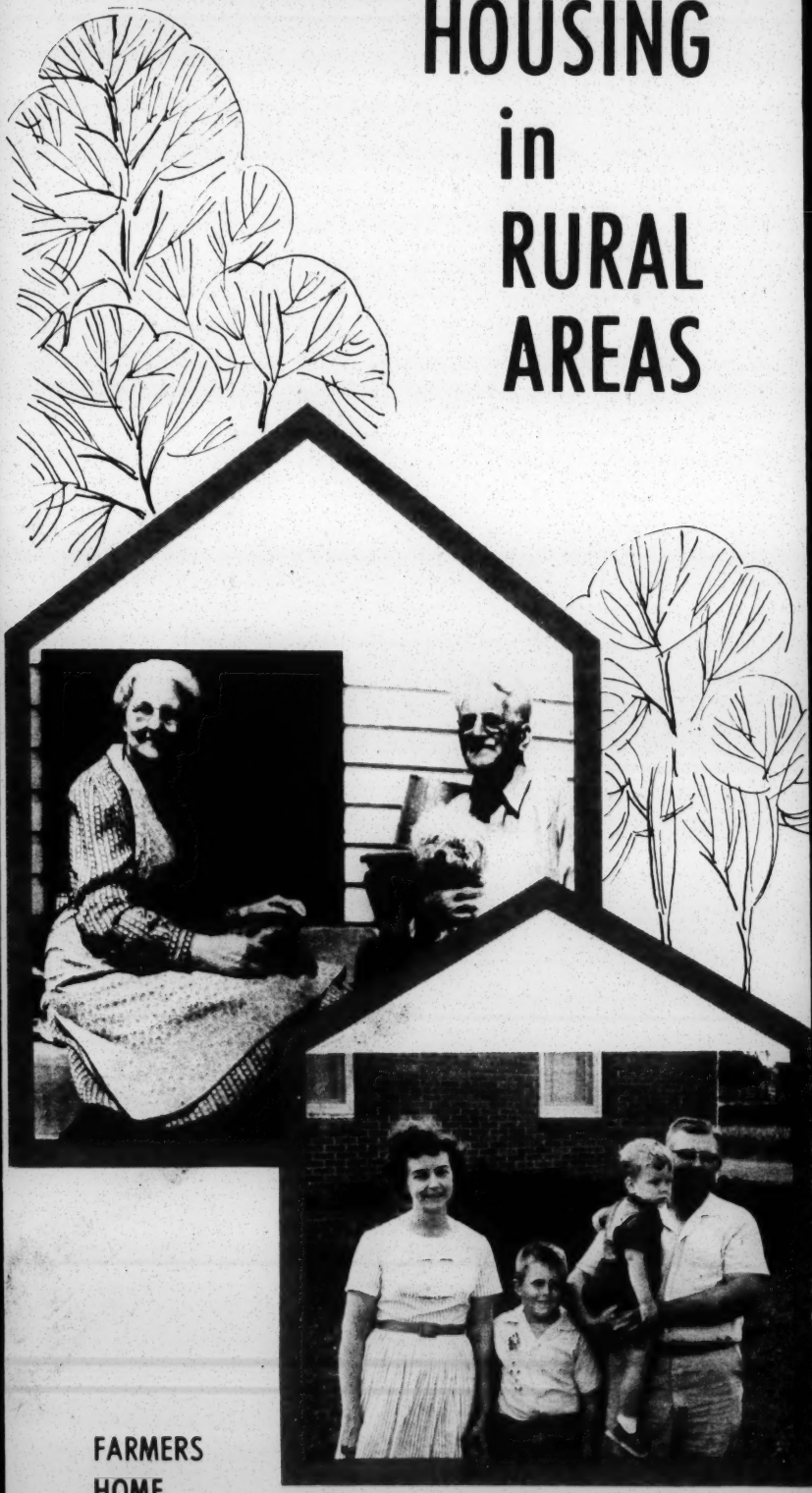
- *Improve Effectiveness:* Information resources to smaller cities will be expanded. This will result in greater research productivity, specialized supplements on federal aids, improved field survey and inquiry services, and Model Cities and service center assistance.

- *Strengthen Leadership:* Experiments in the field might lead to such projects as closed circuit television for leadership training, revitalization of a small town's economy by planned expansion, and management clinics to work out the "clustering" of smaller towns to get the most from facilities and professional talent in a region.

- *Upgrade Capability:* Technical resource panels made up of experts from other cities could meet the needs of officials from smaller cities and test ways to link smaller cities to informational and communications networks. Operational kits with "how-to-do-it" tips for specific government functions also could be packaged.

During the coming months the two organizations will be meeting with officials from smaller cities to document those needs which should receive the greatest priorities. As funding becomes available, the Smaller Cities Service Center will swing into full operation. ■

RENTAL & CO-OP HOUSING in RURAL AREAS



FARMERS
HOME
ADMINISTRATION
U.S. DEPARTMENT OF AGRICULTURE

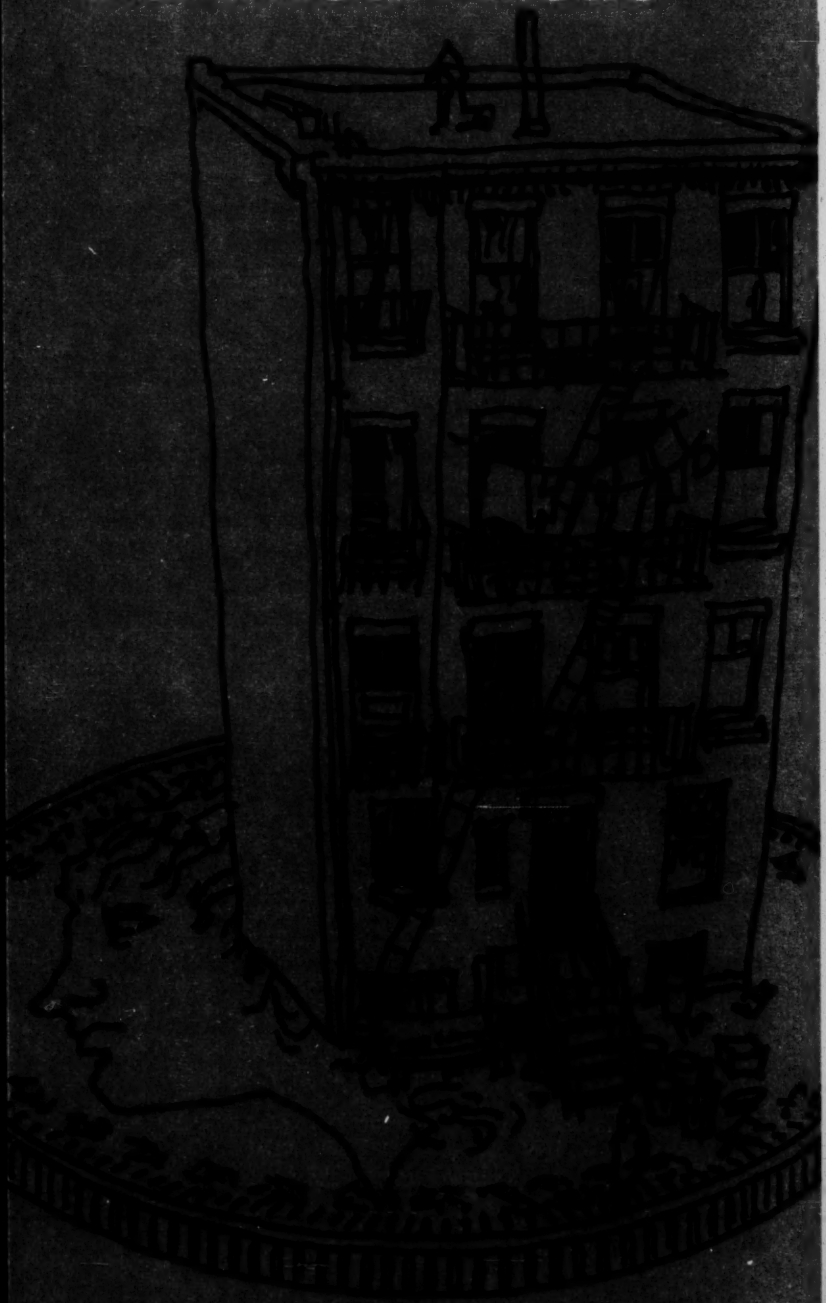
PA–800

FARM LABOR HOUSING

LOANS AND GRANTS

U.S. DEPARTMENT OF AGRICULTURE
FARMERS HOME ADMINISTRATION
WASHINGTON, D.C.

Grants & Loans To Rehabilitate Homes in Certified Areas



HD

U.S. Department of Housing and Urban Development

GRAPE WORKERS WIN!

After a five-year struggle, the United Farm Workers Organizing Committee has won a series of victories to benefit field workers. By mid-July new developments were occurring daily. The situation from the growers' point of view was best expressed in a headline in *California Farmer:* "All Hell Breaks Loose in the Melon Patch."

In an effort to contain the situation, California's Governor Reagan offered the use of the State Conciliation Service to arrange union elections among farm workers. Although this was a major shift from their previous position, grape growers quickly endorsed his proposal and called for a moratorium on strike and boycott activities.

UFWOC rejected the proposal, saying: "The time for elections is past." Referring to the growers' past stalling tactics, the union said it was ready to negotiate, but the strike and boycott would continue against growers without contracts.

On July 10 the Western Employers Council, representing growers with over 50 percent of California's table grape acreage, announced that a majority of the growers were ready to negotiate with UFWOC, even without prior elections. This was, in effect, an admission of defeat. The nonviolent strike and boycott had won out in the end.

photo by Gerhard Gscheidle

rural advance

published by RURAL ADVANCEMENT FUND of the NATIONAL SHARECROPPERS FUND — VOL. II, NO. 1 — SUMMER 1970

New Executive Director, Move To Washington Announced

Trade union and civil rights leader James M. Pierce of Charlotte, N. C., became executive director of National Sharecroppers Fund on July 1. He succeeds Fay Bennett, executive director since 1952, who has resigned from the administrative post in order to devote full time to the Fund's developmental and educational programs.

Mr. Pierce's appointment was announced by NSF chairman Frank McCallister, who also said that the board had voted to move NSF national headquarters to Washington, D.C. this fall.

A native of Oklahoma, Mr. Pierce has worked as a union organizer and international representative in every state in the South since 1949. He was one of the first to bring Southern whites and blacks into the same unions.

As Southeastern coordinator for the AFL-CIO's Industrial Union Department, he directed major campaigns to organize textile workers and migrant farm laborers. More recently, he was Southern director for the American Federation of State, County and Municipal Employees.

Long active in civil rights and antipoverty work, Mr. Pierce helped form liberal-labor-black coalitions in several Southern states and campaigned vigorously for the first black candidates to seek top public offices in North Carolina.

"Jim Pierce's background and dedication make him ideally suited to the challenging job ahead," Mr. McCallister stated. "His passion for justice, his empathy for the poor and oppressed, his energy and initiative, and his realistic grasp of what it takes to deal constructively with community problems have won him friends and supporters among all elements of the population."

National Board Action

The current critical need to press for a massive federal commitment to end rural poverty was a key factor in the board's decision, made at its May meeting in Atlanta, to move NSF headquarters to Washington. The move will facilitate liaison with government agencies and close cooperation with labor and other national organizations.

All fund-raising, publicity, and educational activities will remain centered in the New York office under the supervision of Fay Bennett, who was named director of development.

(Continued on Page Four)

Child Care Center Holds "Graduation"

A rewarding event took place June 14 when the Houston County Day Care Center, in its own newly-renovated building on the outskirts of Perry, Georgia, held "graduation" exercises for ten 6-year old children.

Located on a clay road in the poorest section of town, the center was started three years ago by a group of mothers who were sole breadwinners for their families. They opened the center because they needed a place to leave their children while working.

The group rented a house with money raised locally. An NSF field representative, who had worked on the center's formation from the start, helped the group meet state licensing regulations.

Manned entirely by member-volunteers, the center cares for 36 children, 3 to 6 years old, five full days a week. Two nutritious meals and two snacks, now financed partially by a Department of Agriculture food program, are served daily.

The center faced a crisis last fall when the co-op members had to raise $5,000 at once to purchase the building. NSF'S Southern Rural Project staff raised $575 for a down payment. Then NSF, with the help of a generous supporter, was able to send a check for the full $5,000.

"The members and parents are very proud of the Day Care Center and the services it renders to the families of the community," Mrs. Ethel Williams, the center's director, said. "We are going to continue to work hard and make it grow and grow. We are thankful to the Sharecroppers Fund and to every one who has helped give us self-confidence and the will to succeed."

New Self-Help Houses Rise In Tennessee

Weathered board shacks, so long a standard feature of the rural South, are gradually giving way today to new homes and new hopes for the families living in them.

RAF/NSF's community aide in Tipton County, Tennessee coordinated one of the small but increasing number of

self-help housing projects that are helping to make this possible. Working to utilize the Farmers Home Administration's subsidized loan program, the aide began in late 1968 to find local poor families who could qualify for the government assistance and who were interested in building their own homes through group effort to save on costs.

By last summer FmHA had given preliminary approval to nine applications, and this initial group began construction in September. Each family contributed its labor as partial payment toward the cost of the house, a concept known as "sweat equity."

This summer the first nine families in the Tipton project are happy to be moving into their new homes.

Their project has provided lessons which make demonstration projects such as this one successful on a broad scale. Improper construction supervision by government inspectors endangered final loan approval, for instance, an oversight that won't be allowed to happen again.

But the most important lesson is for those who had assumed they could never leave their familiar unpainted shacks once and for all, to live in tight houses of their own with the decencies of running water and electricity. They have learned that poor people working together can effect real change in their own lives.

That is a lesson with broad implications for America's rural poor.

Spiders in the House & Workers in the Field

by Ernesto Galarza
Notre Dame Press

This excellent history of the bitter farm struggle in California several decades ago was written by one of its early pioneers. Ernesto Galarza, scholar turned organizer and officer in the National Farm Workers Union, which pre-dates the United Farm Workers Organizing Committee by over 20 years, was closely involved in the events he vividly describes in this timely and readable book. The strike he describes was subjected to vicious strike-breaking efforts by local law officers and the U.S. Department of Agriculture. It was broken in 1950 with a false document issued by three Congressmen, including Representative Richard Nixon.

Student Projects Aid Louisiana Poor

Farm laborers in nineteen sugar cane parishes of Louisiana are coming together to end a social, political, and economic system that has not changed substantially since pre-civil war days. Six students last year conducted a survey to document their conditions.

This year students of Oberlin College presented their research results in stunning testimonies at the U.S.D.A. sugar cane wage and price hearing in Houma, Louisiana. Student efforts the year before had helped bring about a ten cent increase in farm wages. But this was not enough.

Working in small groups, 40 students this summer have divided up and are assisting day care centers, credit unions, voter registration, co-operative purchasing clubs on plantations, youth recreation projects, housing, and the development of local newspapers.

A $5,000 grant from National Sharecroppers Fund acted as "seed money" for the $25,000 summer project. NSF's grant was supplemented by $20,000 from OEO's Off Campus College Work-Study Program.

RURAL ADVANCE is published by the Rural Advancement Fund of the National Sharecroppers Fund, Inc., Editorial Office, 112 East 19th Street, New York, New York 10003. Frank P. Graham, President Emeritus; Frank McCallister, President; A. Philip Randolph, Vice-President; Benjamin E. Mays, Secretary-Treasurer. Copies are available on request.

Farm Labor Notes

UFWOC'S BIGGEST BREAKTHROUGH leading to negotiations with Western Employers Council growers came on June 26 when Tenneco Corporation, a conglomerate with about 5,000 acres in table grapes in California and Arizona, and S. A. Camp, a San Joaquin Valley grower with 7,500 acres in table grapes, signed union contracts. With this, grower resistance to unionization was broken, and by mid-July contracts had been signed with growers controlling 25 percent of the table grape acreage.

The contracts, however, have not been confined to grape growers. Abatti Brothers, Coachella Valley's largest cantaloupe grower, signed a contract when faced with a $30,000 a day strike. Hollis Roberts, one of the largest fruit and nut growers in California, with 48,000 acres in production, quickly signed up after union workers struck his peach crop.

Contract provisions with grape growers have, for the most part, included wage rates of $1.75 per hour plus 25 cents a box; 10 cents per hour per worker for a health plan; 2 cents per day per worker for a special economic development fund; a union hiring hall, eliminating the need for labor contractors; a successor clause, guaranteeing fulfillment of the contract even if the land is sold; a ban on the use of DDT, aldrin, and other "economic poisons which under any circumstances cannot be used without extreme danger to the farm workers . . . ."

THE FIFTH CIRCUIT COURT OF APPEALS in New Orleans, ruling on a suit brought by the Amalgamated Meat Cutters and Butcher Workmen of N.A., AFL-CIO, for Louisiana sugar cane workers, ordered a three-judge hearing on a complaint made by 325 tractor drivers that they were being discriminated against by their exclusion from the National Labor Relations Act. H. L. Mitchell, agricultural representative of the union, said: ". . . we believe that ultimately the U.S. Supreme Court will strike down the thirty-four year legal discrimination against the nation's farm workers and guarantee them the right to organize and bargain collectively."

MIGRANT FARM WORKERS will probably find fewer jobs awaiting them this year as they move northward into Michigan and Wisconsin. Farm mechanization could eliminate an estimated 6,000 to 10,000 jobs in Michigan alone. Nevertheless, 50,000 migrants, mainly Mexican-Americans from Texas, are expected to enter the state looking for work. This is the same number as last year. In Wisconsin an estimated 2,000 farm jobs will be eliminated by acreage cutbacks, mechanization, and a slowdown in the economy.

Also, in Michigan, housing for migrants is expected to be scarcer, primarily because of a refusal of growers to comply with tougher federal and state regulations.

Virginia Co-op Expands Production

The RAF/NSF-assisted farmers co-op in Halifax County, Virginia has expanded operations in its second season of helping former small tobacco farmers diversify into more profitable vegetable crops.

This year members have added squash, peppers, and cantaloupes to the produce they will grow and market commercially with the help of the co-op. Formerly dependent on the losing one-crop economy of small tobacco allotments, the farmers are pleased with the changeover their cooperative has made possible.

"The co-op has meant a lot to me as a low-income farmer," says member Joseph Forster of Nathalie. "I used to grow three acres of tobacco for my main income, but in 1969 I leased my tobacco allotment because I couldn't make ends meet. I grew sweet potatoes and cucumbers for the co-op instead. From the sale of my half acre of cucumbers I made more to go in my pockets than I've been able to make from any acre of tobacco since I've been farming." He adds, "Thanks to the co-op we're able to do something for ourselves. Without this I don't know what we would have done."

Another member, Leroyal Davis, leased 4½ acres of his land to the co-op so it could grow a demonstration plot of vegetables. "I was proud to be able to do this because I had gained confidence in the co-op," he said. "I felt it would be a benefit to us low-income farmers."

An essential part of the farmers' ability to plant the new crops was a vocational agriculture course which the co-op sponsored this spring. About 65 members attended the training, which was taught by instructors from the state agricultural extension service.

Other services offered for the first time this year included a used clothing center run by members' wives; a credit union to provide cheap operating loans; and an open-air market where members can sell their excess garden produce directly on the local market.

Georgia Co-op Spurs Area Development

New cooperative ventures are giving the poor of Burke County, Georgia the hope of a modestly prosperous life.

The first concrete boost in their faltering agricultural economy came with the establishment in 1968 of the East Georgia Farmers Cooperative. Set up by the local poor folk with help from RAF/NSF's Southern Rural Project, an OEO-funded program for rural development in Georgia, the co-op last year opened a service station and started a sewing club. Because of its low initial capital the station barely broke even in 1969; but this year members are able to save on gas and repairs, and the station is returning a modest profit to the co-op. Donated sewing machines have helped the small sewing club to bring extra income to members' wives.

This year the co-op has raised the farmers' prospects by signing a renegotiable contract with a pickle company anxious to buy all the cucumbers members can raise. The co-op is seeking secured markets for other crops, and is in process of setting up a feeder-pig program with timber for the pens donated by members.

(Continued on Page Four)

Georgia Co-op

(Continued from Page Three)

EGFC president K. C. Childers hopes to be able some day to buy a sweet potato drying machine that will allow the co-op to store that crop for high market prices. But for now, that project has to wait.

"What we really need is a long-term loan, to use for a revolving fund," says Mr. Childers. "The people in the co-op don't have much money to begin with, and nothing extra."

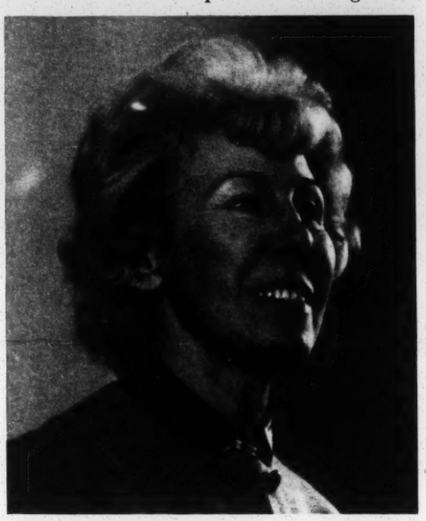
But change *is* coming to Burke County, with the co-op in large measure a catalyst in the process of making people believe in themselves. Community leaders have formed a housing corporation which soon will begin construction on the first 22 houses in what should one day be an entire new community built by and for poor people. And a plan is being developed to bring full medical facilities to the county's poorest and most isolated families for the first time.

Burke County's years of silent poverty are ending with the change in poor folks' thinking. "As long as we have problems," says president Childers, "we're going to try to do something. As long as we keep our heads, we can move."

James Pierce Appointed

(Continued from Page One)

"It is gratifying to know that Fay Bennett, our executive director for nearly two decades, will continue to give us the benefit of her many talents," Mr. McCallister commented. "Under her able leadership, NSF has grown



from a tiny nucleus with two employees to a nationally-known organization with a staff of 40, influential educational and legislative programs, and numerous field projects."

Mr. McCallister also noted that Miss Bennett had served as executive secretary of the National Advisory Committee on Farm Labor from 1958 to 1968. She initiated NSF's Southern Rural Training Project and Southern Rural Project, financed respectively by the Department of Labor and the OEO. She has also served on many national committees.

"Fay and Jim have already begun a series of joint meetings to ensure a smooth transition and productive division of responsibilities," Mr. McCallister added. "We can look forward to a period of even greater expansion in program and influence."

Mr. Pierce began his new assignment by visiting all RAF/NSF field projects. Citing the need for greatly increased federal expenditures on programs for rural areas, he said that NSF would continue to do "an awful lot of lobbying to change the laws, as well as a lot of program development." He commented enthusiastically on "the close alliance this group has with the trade union movement."

He also said that the caliber of NSF's board was an important factor influencing his decision to join the NSF staff. "The board members are more than interested," he declared. "They are committed."

Jim Pierce's empathy with minority groups stems in part from the fact that he is part Cherokee Indian and grew up on a reservation. He is married to the daughter of a former sharecropper.

Coming In RURAL ADVANCE . . .

Articles in the next issue of *Rural Advance* will discuss the impact of food programs on hunger, the $20,000 limitation on farm subsidies, the danger of agricultural chemicals to farm workers, along with reports on local efforts to alleviate rural poverty. For further information or a literature list on issues affecting the rural poor contact National Sharecroppers Fund, 112 East 19th Street, New York, N.Y. 10003.

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Rural Development Special

A Supplement | Wednesday, April 21, 1971 | The Daily Tifton Gazette

Rural Development-Reverse Flow

Rural development as a concept had its origin in days long passed.

The Land Grant College with its programs of instruction, research and extension came into being to meet the training and education needs of a country which at that time in history was still strongly agrarian. Extensive research programs have resulted in the development of very rapid advances in technology in industry and on the farm.

Education programs have taught the farmer to be more efficient, to utilize newly developed practices and to use the latest in equipment.

In fact, the American farmer is now so efficient that in 1969 he produced what at least seven farmers produced at the turn of the century. He is so efficient that it takes only 5 percent of our total population to produce our requirements in food and fiber.

While the advances in technology have made the farmer more efficient and have reduced the number of people needed in the production of agricultural crops these same advances have had some decidedly counterbalancing or opposite effects.

The need for farm labor was greatly reduced resulting in a tremendous movement from the rural to urban areas. Since World War II we have had within the boundaries of the U. S. one of the largest migrations of people in the history of mankind. Over 25 million have moved from the rural and small town areas to the burgeoning urban centers. Many of these people were ill-prepared for the jobs and the environment they found. They are contributing to the already complicated and sizeable problems of the urban centers and inner city ghettos.

Most rural young people who could and did secure past-high school education and training prepared themselves for non-agriculturally related jobs. Not only was manpower drained away but so was the developing leadership.

As a consequence, many rural communities find themselves void of both manpower and leadership. In many instances only the very young and the older residents were left behind. These are often referred to as the "forgotten" people.

The "technical revolution" has produced some very serious complications. Our urban centers are vastly overcrowded, population pressures in the urban areas are rapidly becoming explosive and vast quantities of federal and state funds are being spent in an effort to alleviate these urban pressures. President Nixon's Task Force on Rural Development reports "the solution may be as near as the countryside."

Rural Development has taken on new meaning, direction and purpose. The goal of the Rural Development Center, simply stated, is to develop programs that will help make our rural and small town communities better places in which to work, live and enjoy life. The main objective is to reverse the "flow that became a flood" in the last two decades. It is essential that we find ways of bringing good and desirable work opportunities to rural America.

The nation must process more of our produce near the point of harvest so the dollar value added stays in the local community. Every effort must be made to improve existing services and develop new services for the people of our communities. This means schools, health facilities, recreational facilities, housing, cultural programs, sewerage, water, zoning and government — to name but a few.

It also means that we must be prepared to train and retrain people for the new jobs that are to be available to them in our rural communities.

Rural development has been given new meaning and purpose. Also it has been given new life. There is rapidly developing among both state and federal leaders the recognition that the time for action has arrived. President Nixon has delivered messages to Congress in each of the last two years outlining the problems and citing the need for action.

Sen. Herman Talmadge, as newly appointed chairman of the senate agricultural committee has seen fit to appoint a special subcommittee on Rural Development. He exercises every opportunity available to address himself to the problems of rural areas.

Rep. Dawson Mathis, Second District congressman, is on the House Agricultural Subcommittee for Rural Development. He, like Sen. Talmadge, is very vocal with respect to the challenges that lie before those of us who are concerned for the future of our state.

Gov. Jimmy Carter, himself a product of rural Georgia, has asked that goals be set for the state — goals that will help us chart new courses in the quest for a better life for all our people. He speaks of rural-urban balance and of the need to breathe new vitality and vigor into our rural communities. The task is clear. Our programs must address themselves to the needs of people, not things. Rural Development as a "people program" is an idea whose time has arrived.

Sen. Talmadge Working For Rural Development

I am very glad to have this opportunity to join Abraham Baldwin College in the observance of Rural Development Week in Georgia. I especially want to congratulate all of you on the dedication of the Rural Development Center in Tifton.

Rural Development is an idea whose time has come. There has been a great deal of time and money put forth in efforts to solve what is called the urban crisis. Finally, however, we are coming to the realization that we will not make much headway on critical social and economic problems of cities, until we take more positive action to revitalize rural and small-town areas.

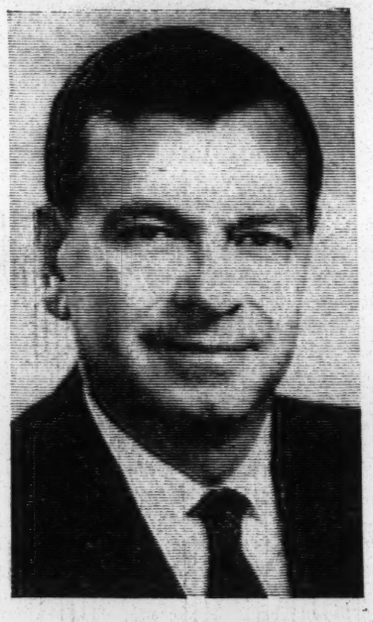
Since 1940, about 25 million displaced farm and rural residents have migrated to metropolitan areas in search of new economic opportunities.

Many people who have migrated to cities have done little more than trade rural poverty for urban poverty. Because of inadequate education and training, they quickly found themselves unable to cope with the employment demands of business and industry. The nation's welfare rolls list many such people.

The tremendous problems that plague our cities, poverty, crime, and congestion, make it clear that we cannot go on repeating mistakes of the past that have caused the mass migration of millions of people from rural to urban areas.

One of my first moves as Chairman of the Agriculture Committee was to create a new subcommittee on rural development.

I intend to step up efforts on the Agriculture Committee toward rural development. We already are about 25 years behind, and it is in the national interest that we move



Sen. Herman Talmadge

ahead in the field as rapidly as possible.

The heavy migration of people from the country to the city, adding to the already serious crisis of welfare, crime, pollution, housing, and transportation, must be stopped and hopefully reversed.

This calls for greater decentralization of industry, the creation of more jobs in rural areas, better schools and manpower training, improved water and sewage systems, hospitals and health facilities, and many other advances that will make rural living more attractive.

I am looking forward to working in this field on the Agricultural Committee, and I commend Abraham Baldwin College for the good work it is doing in this area.

Gambrell Praises Concept

I have been asked to give my views concerning rural development as a part in the celebration of Rural Development Week in Georgia — April 18 to 24.

Promotion of Rural Development is of special significance to you and me because Georgia's rural land area and population is among the highest of any State in the United States. Thus we have one of the greatest opportunities to gain from development of rural areas.

During the past 100 years, population shifts have changed this country from one that was once 75 per cent rural to one which is now 73 per cent urban. There has been a continuing migration of rural people into the cities of our country.

Today, there is a growing recognition of the desirability of redeveloping our rural areas as a means of making our most attractive environmental resources available to more people. Hopefully, one of the important results will be relief from the problems of overpopulation in our cities.

Our State and local governments and our Federal government, through enlightened leadership, have accepted rural development as a logitimate aim, and a number of programs are being directed toward that end.

The goals of rural development should be to create incentives for people to stay in, or return to rural communities.

Rep. Mathis Supports Rural Development Aim

One of the most pressing problems facing America today is the need for orderly, progressive development of our rural areas and the preservation of family farms.

By the year 2000, we expect to have another 100 million people in the United States. Will these people add to the existing problems of our cities — or will they contribute to the revitalization of Rural America?

Let's face facts. The problems of our cities today have resulted from ignoring the problems of Rural America in the past.

Families and individuals by the hundreds of thousands have been forced off the land for a multitude of reasons — often fleeing to the cities in pursuit of a job — only to find themselves hopelessly trapped in the unreal world of poverty. . . filth . . . smog . . . noise . . . crime. . . and deterioration of human character.

The nation and its people may no longer be able to withstand the strain of the stifling concentration of population and industry within just two percent of available land area.

The small cities and towns of the countryside are the gateways to the remaining 98 per cent of the land area and natural resources in the United States.

There can be no doubt that this is where America's future lies.

However, the continuing loss of population in Rural America is making it increasingly difficult to support viable

Rep. Dawson Mathis

community services and job opportunities for remaining rural residents.

We must reverse this alarming trend if we are to save our cities from self-strangulation and our countryside from abandonment.

The need for rural development cannot be over-emphasized.

There is much to be done in Rural America if we are to attract new industry and hold our farms.

As a member of the House Committee on Agriculture and the subcommittee on Family Farms and Rural Development, I hope to be able to contribute in some small way toward finding a solution to these pressing problems.

The Rural Development Center in Tifton exists for the sole purpose of finding solutions to our rural problems. Its work can not be underestimated at this time when we must be concerned with population pressures and the location of people.

The Gazette expresses its appreciation to Tyron Spearman, public relations director for Abraham Baldwin College, and to the professional staff of the Rural Development Center, without whose help this special edition would not have been possible.

Manpower Training Thrust of RDC

Georgia's newly established Rural Development Center here has an overall goal to help make rural Georgia a better place in which to live, work and play.

It is believed that realization of this goal will not only stop out-migration of rural citizens to already overcrowded urban areas, it will also relieve the mounting pressure on urban areas by enticing many disenchanted city dwellers to "return to the land."

To accomplish its overall goal, the Rural Development Center has set forth these four initial objectives, or thrust areas:

1. To increase agricultural and forest product efficiency through continued research in agricultural and forest production and through the broad application of research findings;

2. To advance the development of marketing and utilization of farm and forest commodities;

3. To aid in the development of communities and in the solution of problems on how and where people can best live and relate to one another; and,

4. To further manpower training and utilization in order to provide more skilled workers in various types of agribusiness, and to assist general farm workers to prepare for new forms of employment as farm technology takes over their former jobs.

Working under the general supervision of the Center's director, Dr. S. E. Younts, four coordinators (one for each thrust area) support the overall goal of the Center by striving to reach the objectives of their respective areas of endeavor. Examples of how the manpower training and utilization coordinator works to fulfill the responsibilities of his thrust area are outlined in the remainder of this article.

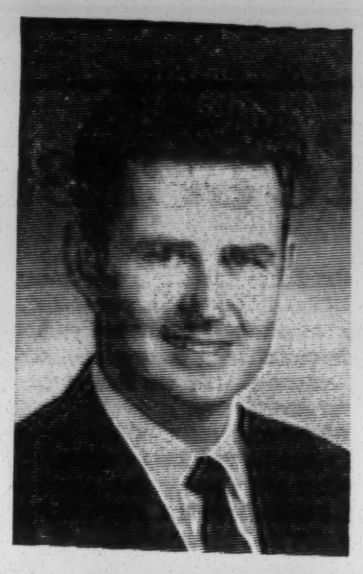
Upon determining the need for a new or modified education or training program in rural areas, the coordinator of manpower training meets the need in one of three ways, namely:

1. By working with existing training and-or educational institutions so that the human and physical resources of such institutions are brought to bear upon the problem.

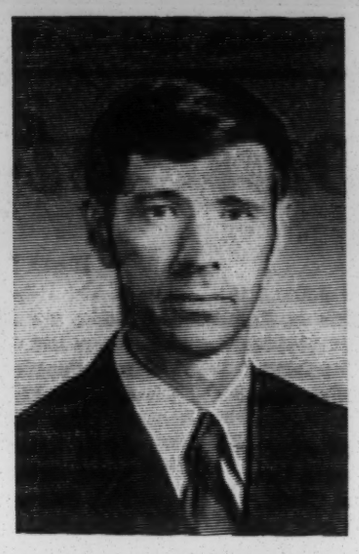
This approach was used, for example, to help establish "Project Motivation" at Abraham Baldwin Agricultural College. It is a pilot-type educational program of young ladies who for various reasons dropped out of high school, but who later demonstrated aptitude and interest in completing high school or its equivalent.

The type assistance rendered by personnel of the Rural Development Center toward getting this program underway was mostly in the realm of arranging for funding of the program — through the Coastal Plains Community Action Agency and the Rockefeller Foundation.

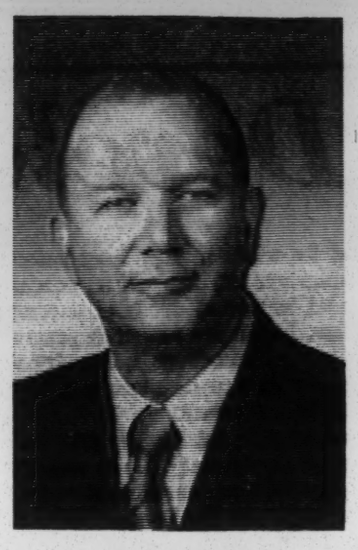
The program has been operating since January 1971. Much has already been accomplished as evidenced by the progress and enthusiasm of the young ladies themselves and by the open support and enthusiasm of their counselor and instructors. The RDC is, therefore, not only seeking funds to continue the program at ABAC beyond December 1971, but it is also negotiating for much broader financial support of this type program so that it can be conducted on a continuing basis at several locations within Georgia.



Dr. S. E. Younts
RDC Director



Larry Marchant
Program Planner



Millard Blakey
Coordinator

2. By setting up highly specialized educational or training activities of relatively short duration for people who need additional training or education.

This technique was used in obtaining Federal support of a special pilot project for concentration on the training and education needs of citizens in Atkinson, Bacon, and Pierce Counties, and that portion of Ware County north of the Satilla River. This project, which is called Concerted Services in Training and Education (CSTE), was initiated on January 18, 1971 by its coordinator, Allen Bower of Alma.

It is believed that the CSTE effort will help to consolidate the combined resources of appropriate Federal, State, and local agencies to meet the occupational training and related educational needs of the people in the CSTE area.

In addition, it is hoped that such concerted efforts will demonstrate that education and occupational training, when accomplished in conjunction with economic development activities, can significantly increase employment opportunities in a given geopraphical area.

3. By arranging for a combination of the foregoing; i.e., by working with personnel of existing institutions to conduct highly specialized, short-duration educational or training programs at the Rural Development Center or elsewhere.

The coordinator of manpower training and utilization is also involved in the development of a variety of other projects which will be expressly designed to meet needs of people in rural areas.

These include: educational and training programs associated with activities of the evolving Georgia Blueberry Association; a cooperative effort to establish a managerial program for black people who are engaged in small business; training programs for dairy farm workers, floral designers, general farm workers, agricultural power and equipment mechanics; and educational programs for paraprofessionals who will serve as assistants to rural physicians.

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Researchers Play a Vital Role

By DR. FRANK KING

Since its early inception, the Coastal Plain Experiment Station has conducted research with beef cattle and swine.

But with increased emphasis on rural development and the agricultural economy, these areas of research are being expanded and a third area of food production — catfish — is being added.

The expanded cattle feeding program facilities are already under construction with four silos and one high-moisture grain bin having been completed. Sometime during the next six months a steer feeding facility designed to handle approximately 200 steers at the time will be started.

In addition to the feeding barn, feed preparation facilities including grinders, mixers and storage facilities will be added. These facilities will enable the station to expand its research program and, in cooperation with RDC, provide more intensive and effective teaching and demonstration in the handling of feed, management of feeding cattle and cattle waste. When these facilities are completed, they will represent approximately $450,000 investment.

The station's swine research program has dealt with breeding, nutrition and swine management. This basic program will be strengthened and enlarged to include more effective work in baby pig production and management and in work in swine nutrition. Barn and swine handling facilities will be greatly improved. Nutrition research will be considerably expanded and the basic feed production will be handled in the larger beef cattle feed processing and handling facility.

The swine expansion program will consist of new feeding and farrowing facilities and feed handling equipment. Total capital outlay will be approximately $175,000.

Catfish production represents a new area of research for the Coastal Plain Experiment Station. Capital items are now under construction which will consist of a seven-acre pond, virtually completed, a deep well for supplying water for the work, one 8-100' section raceway now about one-half completed, one 4-100' raceway yet to be started, and one approximately one-acre moat to be constructed. Research in these facilities immediately will be limited to production of catfish under raceway and moat systems.

Dr. Tom Hill, a recent graduate of Auburn's Entomology and Fisheries Departments, has the direct responsibility of operation of these units. Dr. Hill is currently conducting catfish production in cages in existing ponds and will continue a limited amount of this work after the raceways are developed. Sometime during this spring, the first raceway production units will be put into operation.

The catfish program, new to the station, will be used in cooperative programs with RDC to provide for those people who are interested, research information as it is developed. Catfish production is potentially an important enterprise for Georgia. The Coastal Plain Experiment Station scientists and Rural Development Center staff recognizes that much work is yet to be done on production problems and in the area of catfish genetics.

Part of the program for RDC dedication includes tours for those who are interested in seeing the developing cattle and catfish facilities as well as other work in progress on the station.

Cooperation Is Theory Behind RDC

By T. D. AARON

If it is true that more can be accomplished by working together than by working alone, then the RDC should be a success.

It was conceived and built on the theory of cooperation. The problems on which it will work are problems whose solutions require cooperation — cooperation between agencies which supply expertise and resources as well as cooperation among people who will apply the solutions.

The physical location of the RDC, adjoining Abraham Baldwin College and the Coastal Plain Experiment Station, is indicative of the cooperative nature of the venture. Some 16 staff members of the Cooperative Extension Service will be housed in the facility. This also points up the close cooperation which is expected between the RDC and Extension.

Since its inception, the Coastal Plain Experiment Station has been oriented toward research on farm enterprises which would benefit the region. The Extension Service has delivered recommendations based on this research to the residents for implementation.

The staff of the Division of Agriculture, Forestry and Home Economics of Abraham Baldwin Agricultural College has worked closely with both groups in order that they might offer the latest information to their classes. This arrangement has benefitted all three groups.

The Extension specialists can quickly bring new problems to the researcher so that new research projects to deal with them can be more readily initiated. By the same token, the researcher can furnish the very latest research results to the Extension specialist. The classroom teacher at ABAC can incorporate new techniques and information into his course offerings thus turning out a better trained and more completely equipped graduate.

This arrangement has produced good results over the years and is expected to continue.

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Latest Concepts Used In Main RDC Building

The strikingly designed Rural Development Center building, with 25,000 square feet of floor space, is located West of I-75 near the intersection of U.S. 41 and I-75. It is faced with red brick and white cast concrete and was designed by Ellis & Ingram of Valdosta.

Inside one finds a large lobby area which leads to an auditorium seating 340 in a UN assembly fashion. To the right of the auditorium is to be found a conference room seating 75. Across the lobby are two smaller meeting rooms seating 40 each. A divider can be pushed aside to form one large room seating 80 or more. Beyond the auditorium is a cafeteria which seats 98 at a time.

Down the halls leading to the left of the main lobby are offices for the current 7-men RDC staff, for 16 cooperative extension specialists, for the ABAC short course staff and a representative from the Vocational Education Department of the State Department of Education.

A radio suite has been included where, when it is equipped, tapes will be made for distribution to local stations throughout Georgia. To improve the accoustical properties of the recordings room in the suite the walls have been carpeted.

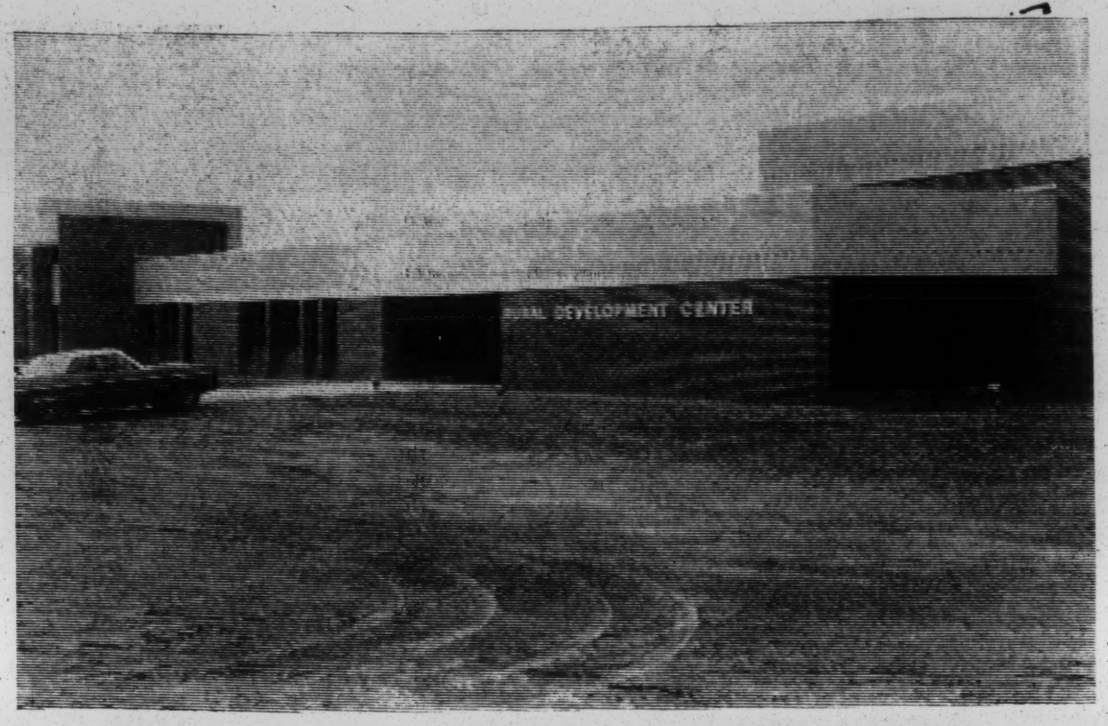
In the Word Processing Center is found the latest equipment for efficient, speedy production, processing, and mailing of all written communications. Communications dictated from the individual offices are registered on magnetic belts in the Word Processing Center. The messages on these belts are transcribed by skilled operators onto magnetic tapes which can then be used to reproduce an error free communication. The same tape can be used to reproduce as many original copies as may be desired.

An attractive, invitingly appointed reading room is provided for guests of the center who may wish to browse between conference sessions or appointments.

The auditorium is equipped with a projection room. Each conference room is equipped with an electrically operated screen to be used in the projection of slides and movies.

A special suite was designed for the director. It includes the director's office, an office for the director's secretary, an office for the Dean of Agriculture, University of Georgia, an office for the program specialist, and an executive conference room. The Assistant Director for Extension has a separate suite.

The building was constructed by Anderson & Davis of Albany, Georgia. Construction started in January of 1970. The contract price was $559,574.78.



This Is the Main (Administration) RDC Building

Administration Building Has Its Own Cafeteria

Library, Auditorium, Etc.

More Facilities To Be Constructed

Breaking of ground on December 11, 1969, heralded the beginning of what is expected to develop into a Rural Development Complex composed of several buildings.

Plans for the recently completed administration building were developed and drawn by Ellis, Ingram and Associates of Valdosta.

Plans call for the complex to be composed of a series of buildings so located as to be connected by an enclosed air-conditioned mall. In the complex will be (1) a library, (2) a shops-laboratory-classroom building, (3) a large auditorium, (4) a services building, and (5) a communications center.

The library will contain the Coastal Plain Experiment Station Library collection, the Coastal Plain Regional Library, the Tifton Film Library and the Rural Development Center Library.

Programs in manpower training and education will be offered in the shops—laboratory-classroom building. As graduate program offerings are developed they will be offered in this facility.

The auditorium, expected to seat up to 1,500, will serve to house large conference groups and will be available for a wide variety cultural and educational programs that will be attracted to the community.

A services building will provide for food and banquet service and continuing education program administration.

TV and radio programs to be taped and distributed throughout the state and region will be produced in the communication center. It is expected that courses in the communication arts will be offered utilizing these facilities for presentation and training.

When these structures have been completed they will be connected by an air-conditioned mall that will give the impression of openness and brightness. Spaces for exhibits, demonstrations, and lounging are to be designed for this spacious area.

The program from which the library will be designed is written so it can be developed as soon as funding becomes available. It is anticipated that the RDC program will move forward so the entire complex can be completed by 1976.

welcome

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o

We Urge All Of You To Attend The Dedication Ceremonies Thursday, April 22nd.

CITY OF TIFTON

NATURAL GAS DEPARTMENT

RDC a Great Asset For Tiftarea, State

By S. E. YOUNTS

Any way you wish to add it up the Rural Development Center is a big, big asset to Tiftarea.

This facility and its staff are added dimensions to educational and research efforts of Abraham Baldwin Agricultural College, the Coastal Plain Experiment Station and the Cooperative Extension Service.

One of the principal functions the RDC will be to serve as a continuing education and conference center for South Georgia. Conferences, short courses and expositions dealing with agricultural and forestry production, marketing, community development will be held in the new facility.

These kinds of activities will bring to Tifton hundreds of additional visitors each year from the state, Southeast and nation. Many of the visitors will stay in Tifton for extended lengths of time bringing added business to local motels, restaurants and shops.

The RDC also adds jobs. Some 20 professional and non-professional workers already employed. Obviously, more jobs will be created with future expansion.

More dollars to Tiftarea through increased revenues and jobs are important, but of greater significance is the physical facility itself, and what it will mean to people, the citizens of Tifton, rural Georgians, the Southeast and the nation. This is the forst Rural Development Center in the United States.

Rural development is an idea whose time has arrived and the RDC staff and others in the University System will address themselves to helping make rural areas more viable.

Innovative pragrams are already being planned to promote agricultural and forestry production, marketing and processing of Georgia produce, community development and manpower training. The prime target area is the Coastal Plains region of the state with secondary efforts above the fall line.

Tifton will be the focal point, the center of activity for rural development. Georgia has taken the lead in the nation. Thousands of people will visit RDC to discuss what can be done, to plan, to execute, to observe and to work.

RDC LEADERS — These four are the leaders of the Rural Development Center. They are (from left) Dr. Frank King, assistant director; Dr. S. E. Younts, director; Dr. Tom Aaron assistant director, and Dr. Frank McCain, assistant director.

Funding for RDC State Effort Only

Funding of any public agency and its program is a matter of considerable interest to the citizens of a state.

People throughout the state can take pride in the fact that the Rural Development Center Administration building is theirs. No federal funds have been sought for its construction. Currently, most of the operational funds and staff salaries come thorugh the University of Georgia College of Agriculture budget.

As specific programs are developed funding is being sought from both federal and private sources. In many instances the Rural Development Center staff will serve only to assist other agencies to secure direct funding.

Examples are the In-Service Training Program for the teachers of the Tift County Public schools which has been conducted on the ABAC campus under the direction of Dr. Thomas Milam, chairman of the Social Science Division of ABAC Funding for this program came directly to the Tift County Public School system even though they were sought for the system by RDC staff members.

Another example is the funding of the Georgia Blueberry Association located in Alma. RDC staff personnel, assisted by Cooperative Extension and Coastal Plain Experiment Station personnel, helped to organize the Association and helped to seek initial funding for the organization's program from the Coastal Plain Regional Commission and the Model Cities Program of the Department of Housing and Urban Development.

Project Motivation, and RDC developed program currently being conducted by the faculty of ABAC, has received funding from the Coastal Plain Community Action Agency and the Rockefeller Foundation.

A major objective of the RDC is to bring back to Georgia more of the dollars its citizens pay out in federal taxes.

SECRETARIES — These ladies provide the secretarial work for the Rural Development Center staff. They are (from left) Mrs. Jane Day, Mrs. Fredda Phillips, Mrs. Evelyn Wilcox, Mrs. Martha Harrell, Mrs. Mary Alice Yarbrough, Mrs. Frances Mathis, Mrs. Jane Coley, Mrs. Bonnie Kennedy, Miss Teresa Hurst, Mrs. Annette Sumner, Miss Charlene Fallin and Miss Joan O'Gorman.

RDC Part Of Georgia University

The Rural Development Center is an agency of the University System of Georgia, and the program is being developed cooperatively by the University of Georgia, Abraham Baldwin Agricultural College and other units of the System.

The Center was created by the Board of Regents in order to bring to bear appropriate resources of the state's higher education units to deal with problems in rural Georgia on an area-wide basis.

Tifton is a natural and logical site for the new facility. Tremendous advantage is gained by being located in close proximity to Abraham Baldwin Agricultural College and the Coastal Plain Experiment Station. A strong arm of the Cooperative Extension Service is also in Tifton.

These groups are working in concert to give added dimensions to programs in rural development. Tifton is the heart and crossroads of rural Georgia. It is a good base for outreach activities and is easily accessible to citizens in at least two-thirds of the state.

WORD CENTER—Mrs. Mary Alice Yarbrough, in charge of the RDC Word Center, operates one of the facility's sophisticated pieces of communication equipment.

Four areas of activity or thrusts serve as the bases for program development. The four are: 1. Agricultural and forestry production efficiency; 2. Marketing and utilization of agricultural and forestry products; 3. Community development; and 4. Manpower training and utilization. The principal objective of the program is to help make rural areas more attractive for more people to live and thus help to effect a better balance of population in rural and urban areas.

The program is administered by the University of Georgia's College of Ariculture and Abraham Baldwin Agricultural College. Dr. S. E. Younts serves as director of the Center and as associate dean of the University's College of Agriculture.

Serving with Dr. Younts are three assistant directors: Dr. T. D. Aaron, Jr., who is also assistant director of the Cooperative Extension Service; Dr. Frank P. King, who is also director of the Coastal Plain Experiment Station; and Dr. F. S. McCain, who is also chairman of the Division of Agriculture, Home Economics and Forestry at ABAC.

Other principals of the RDC staff are coordinators of the four thrust areas, a program specialist, a conference plan-specialist, a conferences planner and a fiscal officer. Two coordinators, Dr. J. E. Burnside, Jr. and Dr. Millard L. Blakey, joined the staff during the past year. It is anticipated that the other two coordinators will be added by July 1, 1971. The program specialist is Darl E. Snyder. Larry L. Marchant is conference planner and Billy Selph is the fiscal officer.

A 17-acre tract of Coastal Plain Experiment Station research land was selected for the RDC location. The building being dedicated on April 22 is the Administration Building. It is the first of a complex of buildings which when completed will also include a library, a classroom-conference room building, a communications center, a 1,500-seat auditorium and a service building.

The Administration Building was constructed at a cost of $552,000. Contained in 25,000 square feet of floor space are offices for 40 professionals, a word processing and reproduction center, a radio recording suite, a 344-seat auditorium, three conference rooms, a kitchen and snack bar, a reading room, a lobby and reception area.

Famed Short Course Program To Become Part of the RDC

By T. M. CORDELL

The Short Course Program was started at Abraham Baldwin Agricultural College in 1940 on an experimental basis.

This was something new for a junior college, and it was not known how well the public would accept a program of this kind. The Sears-Roebuck Foundation sponsored this program in the beginning.

At first, short courses were held for farmers and they ran for a week. During this time a complete farm program was studied. Farmers came and lived in dormitories on campus and had meals in the college dining hall. It became apparent rather early that most farmers could not be away from home for a week.

Therefore, they were cut down in duration to one or two days. The programs were changed from the farm set-up to single enterprises such as cotton, swine, etc.

As was stated earlier this was an experiment and during the first two years, 1940-42, only 28 short courses were held with attendance of 1,339. At this time, our country was involved in World War II and there was a shortage of labor, tires, gasoline and the director of the program was in the Navy. Therefore, the program was discontinued until the end of the war.

In 1946 the short course program was started again. The Board of Regents had agreed to finance short courses. The program was gradually expanded in variety and the number held. During the past several years Abraham Baldwin Agricultural College has averaged holding between 40 to fifty short courses annually, and it is not uncommon to hold three in one week. About 50 per cent of the short courses now held are on some phase of agriculture. The other 50 per cent covers a wide variety of subjects for ladies, business and law enforcement.

From the beginning until the end of the last fiscal year (June 30, 1970) a total of 889 short courses had been held with a total attendance of 115,-638. These pepole came from 156 Georgia counties, 36 states and 41 other countries. The largest attendance any one year was 8,136 and the most Georgia counties represented any one year was 123.

The program has been successful because of the fine cooperation from all educational and business organizations, particularly The Georgia Coastal Plain Experiment Station and The Cooperative Extension Service

Also, there is an Advisory Council of approximately 100 leading citizens that meets one day in May each year to plan and evaluate the short course program. By using this council it is felt that they can be kept on a sound, practical basis, giving the people what they need and want.

Now that the Rural Development Center has been completed, short courses will be held there beginning next year. This center will no doubt be a big boost to continuing education for our citizens.

Darl E. Snyder
Program Specialist

Dr. Joe Burnside
Ag & Forestry Coordinator

Importance of Water To Be Thrust of Expo

The average 50 inches of rainfall in Georgia would appear to be adequate for the agronomic crops adapted to the State.

But, the interest in irrigation during the last three years would suggest there is more to this than the above figure would indicate. The writer of Ecclesiastes 3:1 through 9 sums it up very well. It is a matter of timing.

This is just as important or more so, than simply the gross amount. If our annual rainfall was properly distributed it would be adequate but this is not the case. For instance, the greatest need for water by the soybean plant is during the critical pod filling.

The current thinking is to consider rainfall as a supplement to irrigation. In this concept, irrigation is a crop production tool and is not considered as insurance as it has been in the past. In this light, the practice of irrigation is a completely new ball game.

In order for the producer to "think irrigation" he must consider new production practices and adapt, in many cases, a completely new set of criteria. In many instances the changes involve different land preparation techniques, new varieties and fertilization practices, different planting dates, new techniques for insect and weed control, and a new approach to harvesting methods.

He must also realign his thinking with respect to fertilization rates and plant population. He must realize that all of these things are important. The entire production picture must be considered in this new light of a highly coordinated and intensified system of water agriculture.

Such practices very dramatically increase the yield ceiling for agronomic and horticultural crops. It has been estimated that the average yield of agronomic crops in Georgia is approximately 10 to 20 percent of the maximum potential.

Perhaps the most important benefit from all of this is that the grower is pretty much guaranteed a satisfactory yield each year rather than a feast and famine type situation. This is most important because the production margins are much tighter now than they have ever been, and this is going to be par for the course. Margins over cost of production used to be 30 to 40 percent.

Today, and in the immediate past even in the more efficient operations, they are frequently 5 to 6 per cent. This also makes for a very tight production credit sysetm.

The producer must also consider the soil type with which he is confronted and the fact that it is the soil that is irrigated and not the plant. Sandy soils have a limited water holding capacity as compared to the heavier clay soils of our state. Consider that as the texture changes from sand to clay the water stored per foot of soil varies from 0.75 inches to as much as 2.5 inches per foot.

If the rate of water application exceeds the capacity of the soil the water is wasted and excessive leaching of nutrients occurs. The rate of application should be somewhat less than the water holding capacity of the soil. On the other hand, plants growing on sandy soil can experience drought stress in just 5 days.

According to C. W. Sever, geologist for Rainbow Manufacturing Co., the Coastal Plain area is richly bessed with copious quantities of underground irrigation water.

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Soybeans and Swine Featured

Soybeans

The first Soybean Expo is sponsored by the Cooperative Extension Service, the Coastal Plain Experiment Station, Abraham Baldwin College and the Rural Development Center.

The one-day meeting will be held at the Rural Development Center on October 26, 1971. In addition to a program of outstanding speakers, the Expo will feature machinery and equipment pertaining to soybean production, harvesting, storage and processing. A noon luncheon is being planned that is based primarily on soybean products.

According to James E. Jackson, Cooperative Extension Service agronomist, University of Georgia, "Soybeans is the only major agronomic crop that has markets looking for it". One reason for this is the fact that during 1970 Georgia producers grew 11.9 million bushels of beans, while the capacity of the processing industry is about 40 million bushels.

This deficit of 28 million bushels represents a potential production worth 81 million dollars. Small wonder that soybeans is referred to as the golden crop. Clearly, Georgia producers need to increase yield and acreage and consider soybeans as a primary crop worthy of their first attention.

C. P. Eley, agricultural economist with the Economic Research Service of the U. S. D. A. estimates that the use of soy proteins in foods has been increasing about five to seven percent annually. This is expected to continue at least another two or three years.

The 25 new members of the Georgia Moneymaker Soybean Club for 1970 averaged 40 bushels per acre on 1,166 acres at a production cost of $1.01 per bushel. This represents a net profit of over $75.00 per acre. This club is jointly sponsored by the Cooperative Extension Service and Gold Kist, Incorporated.

When one considers the many uses of soybeans and soybean by-products, we can appreciate the value of this crop. Food technologists say a new frontier is being forged by the development and use of soy protein for human food in our country. Soy based foods and specialty products are gaining wide acceptance by the American housewife. The specific uses of this versatile vegetable protein range from noodles to snack items to meat balls.

As a matter of fact, soybeans is the most promising source of high quality, low cost protein that is available in sufficient quantities to meet human needs on a worldwide basis. This can be readily understood when one considers that the retail cost of a pound of protein from beef is about $4.44, while that from soybeans is only 11 cents. Consider also that the relative yield per acre is 58 and 508 pounds respectively.

The newest use for isolated soy protein made from defatted soy flakes is in the area of dairy type products such as coffee cream, whipped toppings, frozen desserts and cheese-like spreads and dips. The soy protein also functions as moisture retainers, foinders, and emulsifiers in many food products.

Swine

Swine producers in Georgia and surrounding states will have an opportunity to observe the latest in swine buildings, equipment, and production practices December 1 and 2 of this year.

Plans are well underway for Livestock Expo 71. This event will be sponsored by the Cooperative Extension Service, the Coastal Plain Experiment Station, Abraham Baldwin College and the Rural Development Center.

The Expo will be somewhat like the Midwest Farm Show or the Swine Equipment and Trade Shows sponsored by the American Pork Congress. This first Livestock Expo will be concerned with all phases of swine production, processing and marketing. Expanding to other species and areas of interests will be a future consideration.

Invitations to participate in Livestock Expo 71 will be extended to companies or agencies that are engaged in a business or activity that support or are directly concerned with swine production, processing and marketing.

This includes the National Purebred Swine Associations, the Georgia Swine Growers Association, the Georgia Veterinary Medical Association, similar organizations in other states and any of the commodity commission groups.

Exhibits and equipment displays will be housed under large circus type tents. Outside exhibit and demonstration areas will be planned in the area immediately adjacent to the sheltered equipment and exhibit areas. Live animals will be used in some of the exhibits to demonstrate certain pieces of equipment.

Plans are also being made for type and carcass demonstrations. Adequate space for the Expo and parking for the attendees is readily available in the 17 acres surrounding the RDC building complex.

The swine industry in Georgia has become so important to the economy of the state and reached such a sophisticated stage of development that it can best be served by shows specifically designed for the agribusiness man engaged in his specialty, the production of pork. There is much room for increased pork production in Georgia. We are still importing $8,250,000 of pork each year.

The Southern Farm Show that has been held in Atlanta will be in Macon for the first time this year. This show differs from the proposed Livestock Expo in that it attempts to cover all segments of agriculture.

Editor to Join Staff at RDC

So that the public will become more knowledgable about the day-to-day operations and programs of the RDC, an editor will be added to the staff on July 1, 1971.

He is Barry Jones.

Jones will be a member of the Cooperative Extension Service editorial stafff. He completes requirements for the Master's degree in journalism at the University of Georgia early in June.

His wife, Sue, is presently serving as editor of "The Columns," a public relations publication of the University of Georgia.

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Conference Schedule Full One

By LARRY L. MARCHANT

The broad scope of the Rural Development Center can easily be seen by taking a look at the conferences on schedule for the next 12 months.

It started off the year with a "Catfish Disease Short Course" held on March 22, 23 and 24. The month of April has already seen a "Multi-Media Workshop" sponsored by the Second District, Georgia Department of Instructional Supervision on 14 April and followed closely on 15 April by a seminar entitled "The Minister and the Community."

Looking ahead, the RDC has coming up on May 4 and 5 the third annual "Community and Resource Development Conference" which is being organized by Mr. Dewitt Harrell, Department Head, Community and Resource Development, Cooperative Extension Service, University of Georia. This Conference will take a specific look at some successful local Georgia community and resource development cases.

During the month of June, a major conference is planned which is entitled simply "Rural Development Conference". Rural development is a topic of great interest to many individuals and groups today.

Among these are the State Department of Planning and Community Affairs, the Coastal Plains Regional Commission, the Area Planning and Development Commissions, the State Rural Development Committee, County Rural Development Committees, the Office of Economic Opportunity, Farmers' Home Administration, Soil Conservation Service, U. S. and Georgia Departments of Labor, State Department of Education, Regents of the University System.

At this conference, plans for rural development programs from Washington will be discussed. In addition, implications for agriculture, forestry, marketing, manpower training and community development will be presented.

The month of July will see a repeat of the very successful RDC "Irrigation Expo". The Expo is planned for July 7 and 8 at the RDC and on the Abraham Baldwin Agricultural College campus. Exhibitors from across the United States are expected to show land forming and irrigation equipment around Lake Baldwin.

The morning sessions of the Expo will be held at the RDC building and there will be some up-to-date research experiences on: peanut production, corn production, soybean and cotton production, tobacco production, vegetable crop production, and pecan production. Other areas to be discussed will be: "Drainage and Land Forming," "Sources of Irrigation Water", and "A Banker Looks at Irrigation".

Some additional Expos to watch for will be the "Soybean Expo" scheduled for 26 October 1971, and the "Livestock Expo" planned for December 1 and 2, 1971.

The programs listed so far are conferences of major importance to the Rural Development Center. Many additional programs are also planned which have not been assigned a specific date as yet.

Tom Riley
RDC Custodian

Regents Outline Objectives

The Rural Development Center is a new educational unit of the Regents of the University System of Georgia located at Tifton, Georgia. The educational program of the Rural Development Center is directed toward rural community development; toward utilization of the social and economic potential of these regions of the state.

The Center's program has four initial objectives:

A. To aid community development and to solve problems concerning how and where people live and relate to each other.

B. To further manpower training and utilization; to provide more skilled workers in various types of agribusiness that are needed in the area; and to assist general farm workers to prepare for new forms of employment as farm technology takes over their former jobs.

C. To increase agricultural and forest production efficiency through continued research in agricultural and forest production and the broad application of research findings.

D. To advance the development of marketing and utilization of farm and forest commodities.

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THE NEWS-EXAMINER

VOLUME 12 APRIL 22, 1971 NUMBER 15

THEY INVITE YOU! – These are the leaders of the new Rural Development Center program in Tifton and they have issued an invitation to the public to attend dedication ceremonies and open house today. Gov. Jimmy Carter is to give the dedicatory address in a program starting at 10 a.m. The leaders are, L-R: S. E. Younts, associate dean of the College of Agriculture and director of the Rural Development Center; Frank King, director of the Coastal Plain Experiment Station; Thomas D. Aaron, assistant director of the Cooperative Extension Service, and F. S. McCain, chairman of the division of agriculture at Abraham Baldwin Agricultural College. King, Aaron and McCain are also assistant directors of Rural Development. See a special section on the RDC starting on Page 3.

LAURIE ROWE WEARS CROWN – The new Miss Tifton, crowned Saturday night at the annual pageant, is Laurie Rowe, daughter of Mr. and Mrs. Lester Rowe. Miss Rowe, second from left, is shown with her predecessor, Debbie Milam (right), and first runnerup Kathy Kent (second from right), and second runnerup Connie Purser, at left. Miss Kent was named Miss Congeniality. Miss Rowe is a Junior at the University of Tennessee, where she was first runnerup for Miss University of Tennessee. She has worn the crowns of: Georgia Tobacco Queen, Miss Georgia Agriculture and Miss Southeastern Wool. She was first runnerup in the national tobacco queen contest and in the Miss Tifton Pageant two years ago. She will represent the Southeast (eight states) in the Miss American Wool contest at San Angelo, Texas June 21. Miss Rowe is majoring in interior design at U-Tenn. and she is a Dean's List student. Rounding out the five finalists in the Miss Tifton Pageant were Bonnie Tucker and Susan Branch.

Everyone needs Chamber of Commerce, speaker declares

If it's good for Tifton let's get it."

In connection with a talk about the origin and work of the Tift County Chamber of Commerce, Vice Mayor George Bailey attributed the above statement to the late Judge Raleigh Eve.

Bailey, a Chamber director, spoke at the Tifton Kiwanis Club. He specifically emphasized the membership drive which is currently under way.

"The goal is to get 200 new members and enough pledges from them and old members to make a budget of $35,000," Bailey said. "The present budget is far from being adequate for a city of Tifton's size."

Tracing the history of the Chamber, Bailey said the organization was started about 1908 as the Board of Trade. Through the years the Chamber has had only one woman president – Mrs. P. D. Fulwood Sr., who served in the 1930's.

"Under her leadership a Chamber was organized in Ty Ty, which at that time was a good-sized town," Bailey said.

He listed numerous accomplishments of the Chamber, and its part in the growth of Tifton. These activities included supporting the successful move to have the old A. & M. College (now Abraham Baldwin Agricultural College) established in Tifton, working to get the old tobacco stemming plants (no longer in existence) located in Tifton; working in the Highway 319 Association years ago and again at the present time in the effort to get the highway four-laned.

A number of industrial parks have been built and new industries established employing hundreds of people through leadership of the Chamber of Commerce, Bailey said.

He said, however, that the work of the Chamber is not limited to industry. Its activities include promotion of agriculture, retail trade, tourism, education, health, and other facets of development for the city and county.

Mr. Bailey said the Chamber was instrumental in having the county named "Tift" for the founder of Tifton, Capt. Henry Harding Tift. He said there was some opposition to the name from some people who felt that a county should not be named for a living person.

Dr. Richard Jones had charge of the program. Dr. John R. Cole Jr., vice president, presided.

'Keep Tifton Growing' is drive theme

"Keep Tifton Growing" is the theme of the 1971 Chamber of Commerce membership drive, underway now, according to Henry Sutton, membership chairman.

Leaders in the drive are Pat Atwater, John Blanton, Bill Blomgren, Ellis Brown, Dr. Robert Coleman, Sonny Hamilton, Ray Jensen, Dr. Carl Pittman Jr. and Wright Turner.

THE NEW LITTLE MISS TIFTON
Vonda Sue Doss, daughter of
Mr. and Mrs. Russell Doss

"Soybean Expo" Set for Tifton on October 26

TIFTON—Soybean growers were being urged this week to mark October 26, 1971, on their calendars and datebooks.

That's the day the Rural Development Center here will stage Georgia's first "Soybean Expo."

Larry Marchant of the RDC staff said the program will get under way at 9 a.m. and continue until 5 p.m.

Exhibits, a tour of soybean research plots, and talks by researchers, extension specialists and outstanding growers are on the agenda.

Marchant said the emphasis will be on "the tremendous potential for growing soybeans in Georgia."

In Athens J. R. Johnson, head of the University of Georgia Extension Service agronomy department, said farmers have indicated they will plant 737,000 acres of soybeans this year. As recently as 1964 there were fewer than 100,000 acres of 'beans in the state.

Production in 1970 totaled 11.9 million bushels and generated $34.5 million in cash farm receipts.

But processing plants in Georgia can handle nearly 40 million bushels of soybeans a year.

LOOKIN' AND LISTENIN'

By Pauline Tyson Stephens

DANA BOWEN AND HER CAREER

Miss Dana Bowen was at home the Easter week-end spending holidays with her parents, Mr. and Mrs. Calhoun Bowen on West 20th Street.

Dana is studying speech pathology on a fellowship at the University of Virginia in Charlottesville, Va. When she flew down to Atlanta she was met at the airport by her parents. They all drove up to Asheville, N. C., where Dana applied for work at the Asheville Orthopedic Clinic. She got the job and will be serving her nine months of internship there later on.

The patients at the clinic are all children, but adults are being added. The adults will mainly be stroke victims.

Dana graduated from the University of Georgia, but her chosen career as speech pathologist required two additional years of study. She has been at the University of Virginia for the past year. There she lives in a dormitory. She plans to spend two weeks in Richmond, Va. between spring and summer quarters working in a Veterans Administration Hospital.

Dana has chosen a "wide open" field. There are very few persons in the South working in speech pathology and speech therapy.

Mrs. Bowen said Dana became interested in speech pathology when she went to Washington while she was the Girls State governor of Georgia. There she learned of the need for such workers.

I saw Dana at church on Easter Sunday with her mother, and she looked more beautiful than ever. I've always admired this young girl since the days when I watched her sing in the choral chior at church.

She was wearing to church a new style dress. It was just below the knee in length. She looked like a princess. The dress was gold with bands of green and lavender at the waistline and on the bottom.

CAL BOWEN BACK FROM HAWAIIs,

Calhoun Bowen, Mr. and Mrs. Calhoun Bowen's son, has just returned to this country from Hawaii, where he has been spending a year and a half with the Navy. He called his parents from Treasure Island, at San Francisco, as soon as he landed.

Cal's wife, who has been living in Atlanta while he was away, is the former Marcia Poetter of Douglasville. Cal lacks one quarter at the University of Georgia getting his diploma.

Cal spent his four years in the Navy at Bainbridge, Md., Great Lakes, Ill., Norfolk, Va. and in Hawaii. He was on a top secret job, his mother said.

WALTON COUPLE BACK FROM GERMANY

And now another Tifton couple who has been in Germany has returned.

Lt. Sonny Walton, son of Mr. and Mrs. Abel Walton, and his wife, Peggy, daughter of Mr. and Mrs. Ernest Yates, were statione; in Friedberg, Germany. They lived in the city of Friedberg in apartments for military people. He will be stationed in Ft. Meade, Maryland.

Sonny graduated in pharmacy from the University of Georgia before he went into service. He and his wife have a 10-month-old daughter named Itara Marie. They call her "Tara". The first name is for Mrs. Yates, and the second is for Mrs. Walton.

While Sonny and Peggy were in Germany they traveled over much of Europe, including Germany, Italy, Switzerland and other places.

Mr. and Mrs. Yates flew to Germany last summer and joined the young Waltons on some jaunts over Europe.

MARY ELIZABETH SANDERS' PLANS

When Mary Elizabeth Sanders weds Capt. Miles Clements Jr. on June 19 she will be wearing the georgeous white dress worn by her sister, Barbara in her wedding to William McClearen a few months ago.

This bridal couple attended elementary, junior high and high school together, but it was not until last Christmas that they started going together.

Mary Elizabeth will be given in marriage by Harry Marchant, of Detroit, Mich., the same uncle who gave away Barbara. Ed Leichner, superintendent of schools in Cook County, will sing at the wedding. Mary Elizabeth did her parctice teaching in Cook county, and she liked Mr. Leichner and his singing.

Capt. Clements is the eldest of Mr. and Mrs. Miles T. Clements' six children. He gratuated at North Georgia College at Dahlonega before going into military service.

Mary Elizabeth and Miles will live on the post at White Sands Missile Range. Miles works with computers which have something to do with stimulating safeguarding the missile system.

"There's sand all around – no trees or growth except things that grow in the dessert," Mary Elizabeth said. "It is near a region of rocky mountains."

The site is only a few miles from Lascruces, Mexico, which is a good-sized town, Mary Elizabeth said. She's now working as visiting teacher in Brunswick. She hopes to find a job in some type of social work in the area where she will be living.

BARBARA McCLEAREN

Barbara Sanders McClearen and her husband, Bill, who live in Washington, Ga., were in Tifton over the Easter week-end visiting her parents, Mrs. Hervert Preston Sanders on Upper Ty Ty Road.

She was joyful over the fact that she and Bill have just moved into their new three bedroom brick home in Jackson Heights just outside of Washington. The house is in a pine-covered area like the lot around the house where she was reared in Tift County.

Barbara said most of the house is decorated in her favorite color scheme – gold and green. She was taking back to Washington an antique spool bed and accompanying furniture which has for long been stored in an attic at the home of her aunt, Miss Agnes Marchant. The furniture at one time belonged to her "Anut Ada Porter", who lives in Missouri. The furniture is in such good condition it doesn't even need refinishing.

"I'm just delighted with it," she said.

To take the furniture back with them Barbara and her husband came in one of the carrying trucks used in the McClearen electrical supply business.

Barbara said she loves living in Washington. She said it is a city of Old Colonial homes. She has enjoyed visiting the Museum there which is occupying an old home formerly belonging to Robert Toombs. The house has been repainted and restored and turned into a museum.

"In the Museum they have clothes like those of 100 years ago, peppers hung on strings in the kitchen, old cooking utensils, coins, old carriages, and several thousand other items reminiscent of a century ago," Barbara said.

There is an old loom where one of the hostesses sometimes weaves cloth for amusement of tourists.

And let me not forget that Barbara is teaching a third grade in Washington. She has met up with the former Cornelia Harris, who at one time was head of the home economics department at Abraham Baldwin College.

Cornelia left ABAC to marry William Johnson of Washington. Now they have a little girl who is in the third grade in Barbara's room. Mrs. Johnson is the grade mother for that room.

I'm sure many people in Tifton will remember Cornelia Harris. She was an active member of the Pilot Club. It's difficult to remember that she has been away from Tifton long enough to have a child in the third grade. How time flits!

MRS. SANDERS' YARD

I took note of Mrs. H. P. Sander's gorgeous lawn the other day when driving by. It is one of the most beautiful places in the area.

On that day huge clumps of azaleas which line the circular road around the house were in full bloom, as well as the myriad bushes on the pine-covered lawn in front. The lawn is triangular shaped.

MARY JO GARRISON

After Mary Jo Garrison of Tifton marries James Buchanan Squier Jr. of Atlanta on April 24, she will live in an apartment in the capitol city.

The couple has been working together furnishing their future home. Mary Jo is a home economics major and she sews well. She has used her talent in making draperies for the apartment.

Mary Jo has also antiqued an old, old trunk which had been stored in office used by her father, Andy Garrison, when he was in the building supply business.

Mary Jo and her future bridegroom attended the University of Georgia. He is with McCormick Food Brokerage in Atlanta. He is the sone of Mr. and Mrs. James Buchanan Squier Sr.

This wedding will have a number of Garrisons in it. The bride-elect's uncle, Dr. Searcy S. Garrison, executive secretary of the Georgia Baptist Convention, will give her in marriage. Her aunt, Mrs. Allen Doehler of Atlanta and her cousin, Carl Minter Jr. of Thomasville will sing. Her cousins husband, Ed Timmerman of Cairo will play the organ.

Mary Jo's sisters, Doris and Peggy will be bridesmaids and their husbands, David Jones and Don Hayes, will be usher-groomsmen. Some of the bride's sorority sisters will also be in the wedding, which will take place in the Tifton First Baptist Church.

PAULINE'S PATTER.... Tifton's new city manager, the handsome Harry G. Perkins, is getting around to civic clubs here – I've seen him at two clubs already – he's a very cordial, friendly man, and I think we'll all like him.....

Ray Jensen, Tifton's world-traveled turfgrass man, was dressed up to match his business the other day at the big Turfgrass Conference – he was wearing a pretty green suit of clothes.

Fred Grau, of College Park, Maryland, who advanced the idea 25 years ago for standing turfgrass research at the Coastal Plain Experiment Station, was at the conference here.

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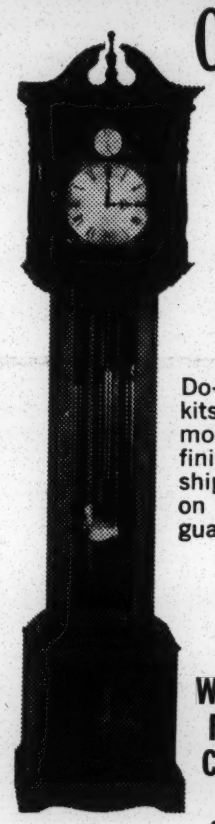

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Welcome Rural Development Center

Any way you wish to add it up, the Rural Development Center is a big, big asset to Tifton area. This facility and its staff are added dimensions to educational and research efforts of Abraham Baldwin Agricultural College, the Coastal Plain Experiment Station and the Cooperative Extension Service.

One of the principal functions the RDC will be to serve as a continuing education and conference center for South Georgia. Conferences, short courses and expostions dealing with agricultural and forestry production, marketing, community development will be held in the new facility. These kinds of activities will bring to Tifton hundreds of additional visitors each year from the state, Southeast and nation. Many of the visitors will stay in Tifton for extended lengths of time bringing added business to local motels, restaurants and shops. The RDC also adds jobs, some 20 professional and non-professional workers already employed. Obvioulsy, more jobs will be created with future expansion.

More dollars to Tiftarea through increased revenues and jobs are important, but of greater significance is the physical facility itself, and what it will mean to people, the citizens of Tifton, rural Georgians, the Southeast and the nation. This is the first Rural Development Center in the United States.

Rural development is an idea whose time has arrived and the RDC staff and others in the University System will address themselves to helping make rural areas more viable. Innovative programs are already being planned to promote agricultural and forestry production, marketing and processsing of Georgia produce, community development and manpower training. The prime target area is the Coastal Plains region of the state with secondary efforts above the fall line.

Tifton will be the focal point, the center of activity for rural development. Georgia has taken the lead in the nation. Thousands of people will visit the RDC to discuss what can be done, to plan, to execute, to observe and to work.

The Building

Your Rural Development Center Administration Building will be dedicated on Thursday, April 22. Governor Carter will speak of the contributions the programs eminating from this Center will make to the people of the State and to their future.

The strikingly designed building with 25,000 sq. ft. of floor space is located west of I-75. It is faced with red brick and white cast concrete and was designed by Ellis & Ingram of Valdosta.

Inside one finds a large lobby area which leads to an auditorium seating 340 in a UN assembly fashion. To the right of the auditorium is to be found a conference room seating 75. Across the lobby are two smaller meeting rooms seating 40 each. A divider can be pushed aside to form one large room seating 80 or more. Beyond the auditoium is a cafeteria which seats 98 at a time.

Down the halls leading to the left of the main lobby are offices for the current 7-man RDC staff, for 16 cooperative extension specialists, for the ABAC short course staff and a representative from the Vocational Education Department of the State Department of Education.

A radio suite has been included where, when it is equipped, tapes will be made for distribution to local stations throughout Georgia. To improve the accoustical properties of the recordings room in the suite the walls have been carpeted.

In the Word Processing Center is found the latest equipment for efficient, speedy production, processing, and mailing of all written communications. Communications dictated from the individual offices are registered on magnetic belts in the Word Processing Center. The messages on these belts are transcribed by skilled operators onto magnetic tapes which can then be used to reproduce an error free communication. The same tape can be used to reproduce as many original copies as may be desired.

An attractive, invitingly appointed reading room is provided for guests of the center who may wish to browse between conference sessions or appointments.

The auditorium is equipped with a projection room. Each conference room is equipped with an electrically operated screen to be used in the projection of slides and movies.

A special suite was designed for the director. It includes the director's office, an office for the director's secretary, an office for the Dean of Agriculture, University of Georgia, an office for the program specialist, and an executive conference room. The Assistant Director for Extension has a separate suite.

The building was constructed by Anderson & Davis of Albany, Georgia. Construction started in January of 1970. The contract price was $559,574.78.

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RDC is a Cooperative Effort

T. D. AARON

If it is true that more can be accomplished by working together than by working alone, then the RDC should be a success. It was conceived and built on the theory of cooperation. The problems on which it will work are problems whose solutions require cooperation – cooperation between agencies which supply expertise and resources as well as cooperation among people who will apply the solutions.

The physical location of RDC adjoining ABAC and the Coastal Plain Experiment Station is indicative of the cooperative nature of the venture. Some 16 staff members of the Cooperative Extension Service will be housed in the facility. This also points up the close cooperation which is expected between the RDC and Extension.

Since its inception, the Coastal Plain Experiment Station has been oriented toward research of farm enterprises which would benefit the region. The Extension Service has delivered recommendations based on this research to the residents for implementation. The staff of the Division of Agriculture, Forestry and Home Economics of Abraham Baldwin Agricultural College has worked closely with both groups in order that they might offer the latest information to their classes. This arrangement has benefited all three groups.

The Extension specialists can quickly bring new problems to the researcher so that the new research projects to deal with them can be more readily initiated. By the same token, the researcher can furnish the very latest research results to the Extension specialists. The classroom teacher at ABAC can incorporate new techniques and information into his course offerings thus turning out a better trained and more completely equipped graduate.

This arrangement has produced good results over the years and is expected to continue. The RDC will work with all three groups to strengthen the relationship. In addition, many of the problems now facing rural areas involve disciplines and resources outside the traditional field of agriculture. Through its connections with other units of the University System outside agencies, the RDC will deal with these problems of area-wide interest.

TO HELP DEDICATE RDC BUILDING – Top officials of the University of Georgia system will be in Tifton Thursday to help dedicate the new administration building of the Rural Development Center. Gov. Jimmy Carter will be the principal speaker. Participating, also, will be (from left) Dr. George L. Simpson Jr., Chancellor, University System; Dr. Fred C. Davison, president, University of Georgia; and Dr. H. F. Robinson, Vice-Chancellor, University of Georgia System.

Here's the Concept of Rural Development

Rural development as a concept had its origin in days long passed. The Land Grant College with its programs of instruction, research and extension came into being to meet the training and education needs of a country which at that time in history was still strongly agrarian. Extensive research programs have resulted in the development of very rapid advances in technology in industry and on the farm. Education programs have taught the farmer to be more efficient, to utilize newly developed practices and to use the latest in equipmnet.

In fact the American farmer is now so efficient that in 1969 he produced what at least seven farmers produced at the turn of the century. He is so efficient that it takes only 5 per cent of our total population to produce our requirements in food and fiber.

While the advances in technology have made the farmer more efficient and have reduced the number of people needed in the production of agricultural crops these same advances have had some decidely counterbalancing or oppsite effects.

The need for farm labor was greatly reduced resulting in a tremendous movement from the rural to urban areas. Since World War II we have had within the boundaries of the U. S. one of the largest migrations of people in the history of mankind. Over 25 million have moved from the rural and small town areas to the burgeoning urban centers. Many of these people were ill-prepared for the jobs and the environment they found. They are contributing to the already complicated and sizable problems of the urban centers and inner city ghettos.

Most rural young people who could and did secure post high school education and training prepared themselves for non-agriculturally related jobs. Not only was manpower drained away, but so was the developing leadership. As a consequence, many rural communities find themselves void of both manpower and leadership. In many instances only the very young and the older residents were left behind. These are often referred to as the "forgotten" people.

Our "technical revolution" has produced some very serious complications. Our urban centers are vastly overcrowed, population pressures in the urban areas are rapidly becoming explosive, and vast quantities of federal and state funds are being spent in an effort to alleviate these urban pressures. President Nixon's Task Force on Rural Development reports "the solution may be as near as the countryside."

Rural Development has taken on new meaning, direction and purpose. The goal of our Rural Development Center, simply stated, is to develop programs that will help make our rural and small town communities better places in which to work, live and enjoy life. Our main objective is to reverse the "flow that became a flood" in the last two decades. It is essential that we find ways of bringing good and desirable work opportunities to rural America. We must process more of our produce near the point of harvest so the dollar value stays in the local community. Every effort must be made to improve existing services and develop new services for the people of our communities. This means schools, health facilities, recreational facilities, housing, cultural programs, sewerage, water, zoning, and government – to name but a few. It also means that we must be prepared to train and retrain people for the new jobs that are to be available to them in our rural communities.

Rural development has been given new meaning and purpose. Also it has been given new life. There is rapidly developing among both state and federal leaders the recognition that the time for action has arrived. President Nixon has delivered messages to Congress in each of the last two years outlining the problems and citing the need for action.

Building Better Communities

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RDC Has Four Major Thrusts

Manpower Training And Utilization Thrust

As stated earlier in this series of informative articles about Georgia's newly established Rural Development Center at Tifton, the overall goal of the Center is to help make rural Georgia a better place in which to live, work and play. It is believed that realization of this goal will not only stop out-migration of rural citizens to already overcrowded urban areas, it will also relieve the mounting pressure on urban areas by enticing many disenchanted city dwellers to "return to the land".

To accomplish this overall goal, the Rural Development Center has set forth these four initial objectives, or thrust areas:

1. To incresase agricultural and forest product efficiency through continued research in agricultural and forest production and through the broad application of research findings;

2. To advance the development of marketing and utilization of farm and forest commodities;

3. To aid in the development of communities and in the solution of problems of how and where people can best live and relate to one another; and,

4. To further manpower training and utilization in order to provide more skilled workers in various types of agribusiness, and to assist general farm workers to prepare for new forms of employment as farm technology takes over their former jobs.

Working under the general supervision of the Center's director, Dr. S. E. Younts, four coordinators (one for each thrust area) support the overall goal of the Center by striving to reach the objectives of their respective areas of endeavor. Examples of how the manpower training and utilization coordinator works to fulfill the responsibilities of his thrust area are outlined in the remainder of this article.

Upon determining the need for a new or modified education or training program in rural areas, the coordinator of manpower training meets the need in one of three ways, namely:

1. By working with existing training and/or educational institutions so that the human and physical resources of such institutionsare brought to bear upon the problem. This approach was used, for example, to help establish "Project Motivation" at Abraham Baldwin Agricultural College. It is a pilot-type educational program for young ladies who for various reasons dropped out of high school, but who later demonstrated aptitude and interest in completing high school or its equivalent. The type of assistance rendered by personnel of the Rural Development Center toward getting this program underway was mostly in the realm of arranging for funding of the program – through Coastal Plains Community Action Agency and the Rockefeller Foundation. The program has been operating since January 1971. Much has already been accomplished as evidenced by the progress and enthusiasm of the young ladies themselves and by the open support and enthusiasm of their counselor and instructors. The RDC is, therfore, not only seeking funds to continue the program at ABAC beyond December 1971, but it is also negotiating for much broader financial support of this type program so that it can be conducted on a continuing basis at several locations within Georgia.

2. By setting up highly specialized educational or training activities of relatively short duration for people who need additional training or education. This technique was used in obtaining Federal support of a special pilot project for concentration on the training and education needs of citizens in Atkinson, Bacon, and Pierce counties, and that portion of Ware County north of the Satilla River. This project, which is called Concerted Services in Training and Education (CSTE), was initiated on January 18, 1971 by its coordinator, Mr. Allen Bower of Alma. It is believed that the CSTE effort will help to consolidate the combined resources of occupational training and related educational needs of the people in the CSTE area. In addition, it is hoped that such concerted efforts will demonstrate that education and occupational training, when accomplished in conjunction with economic development activities, can significantly increase employment opportunities in a given geographical area.

3. By arranging for a combination of the foregoing; i.e., by working with personnel of existing institutions to conduct highly specialized, short-duration educational or training programs at the Rural Development Center or elsewhere. For example, this approach is being used to arrange for an educational program on the relationship of agricultural practices to environmental quality. This one-day program will probably be conducted at the RDC initially, then carried to several college campuses in south Georgia over a period of several months. It will most likely be led by specialists from the Cooperative Extension Service and other units of the University System.

The coordinator of manpower training and utilization is also involved in the development of a variety of other projects which will be expressly designed to meet needs of people in rural areas. These include: educational and training programs associated with activities of the evolving Georgia Blueberry Association; a cooperative effort to establish a managerial program for black people who are engaged in small business; training programs for dairy farm workers, floral designers, mechanics; and educational programs for paraprofessionals who will serve as assistants to rural physicians.

Obviously, the Rural Development Center's coordinator of manpower training and utilization is but one of many people who are involved in the complex process of providing needed educational, training, and employment opportunities for Georgia's rural citizens. He does not and cannot operate in a vacuum. Instead, he simply serves as a member of a large, cooperative team of dedicated individulas who collectively comprise the University System of Georgia.

Barry Jones Named to Publicity Post

So that the public will become more knowledgable about the day-to-day operations and programs of the RDC an editor will be added to the staff on July 1, 1971. He is Barry Jones.

Barry will be a member of the Cooperative Extension Service editorial staff. He completes requirements for the Master's degree in journalism at the University of Georgia early in June.

His wife, Sue, is presently serving as editor of The Columns, a public relations publication of the University of Georgia.

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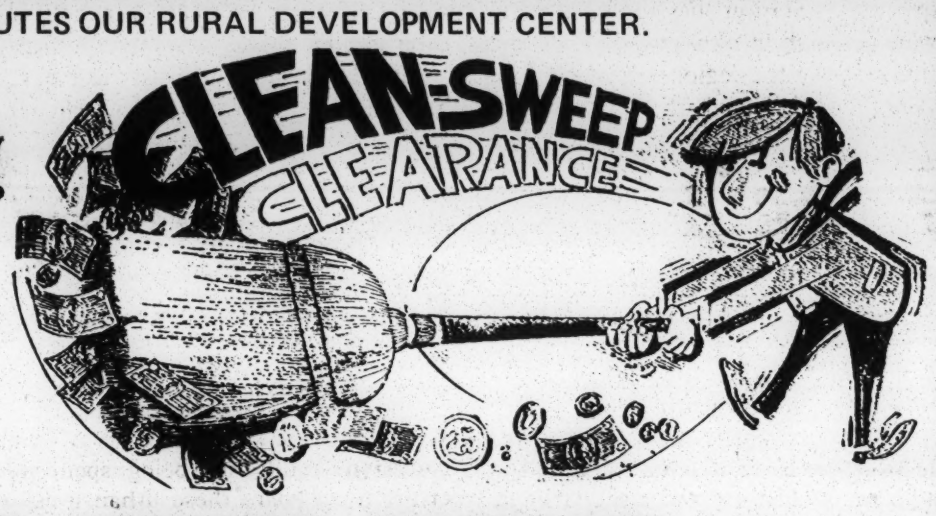

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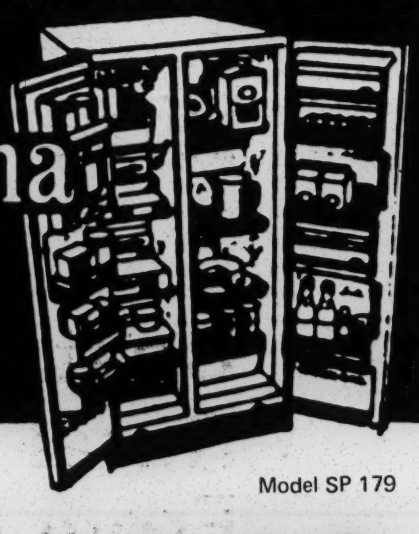

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RDC Initiates Project Motivation

When the Home Economics Steering Committee to the Rural Development Center in Tifton met for the first time, one important fact was cited – Approximately 20,000 high school students are listed as drop outs each year and approximately half of these are females.

The committee felt the new Rural Development Center could do something to help these students. A program entitled Project: MOTIVATION was launched. A meeting with the Coastal Plain Community Action Agency and the Office of Economic Opportunity proved the program was desperately needed.

The cited purpose of the program was to motivate the disadvantaged female student to encourage them to move from the poverty role to the role of contributing to society.

The first program of it's type in the nation, one of it's goals will be to take high school drop-outs and qualify them, within one year, to pass the GED Test to get the equivalent of a high school diploma.

Following a study of the merits of the pilot program, the Office of Economic Opportunity under the leadership of Colonel F. J. Smrcina and Robert Ohls, approved an initial grant of $28,000 to launch the program. The Rockefellow Foundation was contacted for assistance and the program merited their approval of an additional $15,000.

The program was coordinated by Dr. Frank McCain, Assistant Director of the Rural Development Center.

McCain, in his dual role as assistant director and chairman of the Agriculture, Forestry, and Home Economics Division at ABAC, was given the duty of providing an atmosphere on the campus for motivation of the students and the overall duties of making the program a success.

A committee consisting of Mrs. Clevinna Able, Robert Ohls and Colonel F. J. Smrcina of the EOE Office, Miss Virginia Quattlebaum of ABAC's Social Work Program, Mrs. JoAnn Redeker, Director of the Project: MOTIVATION, and Dr. Loyal Norman, ABAC's Academic Dean was formed to interview and select the students based upon the criteria set-up by all agencies involved.

The committee agreed that the girls would be brought to the Abraham Baldwin College campus for four quarters of intensive training and personal advisement. The students were between the ages of 16 and 21 years of age from disadvantaged families, as determined by the Office of Economic Opportunity. The girls possessed a potential to respond to the training as judged by the interview committee. The students are considered as high school drop-outs and are willing to move to the campus for the training.

Twenty girls were selected for the first session of Project: MOTIVATION. Although 5 whites and 15 blacks composed the group, it was agreed by the committee that these students had the greatest potentiality to being motivated and would respond to the training.

Mrs. Ann Powers, a former Home Economist with a Masters Degree in Guidance and Couseling was employed to live with the students on campus. A special faculty committee was formed for the preparation of curriculm for the students. The specially designed courses included remedial training in math, English, art, reading, social studies, clothing construction, physical education, social development, foods, and vocational secretarial courses. ABAC faculty agreed to provide basic training for the students as their contribution to the program. The faculty donated this extra time needed to teach the students.

According to faculty members teaching the remedial courses, the progress has been phenominal. Interest has been high and the students seem to be getting more interested in the classes each session.

Although three months of the 12 month program have been completed, certain problems have been noted by the directors of the pilot program. Some of the cited problems of the students are the adjustment of living in a new environment, learning to live with others and to respect the rights and priviledges of fellow students.

Unforeseen problems such as medical attention and lack of clothing has also been noted. After being informed on the purposes of the program, local agencies and businesses have been exceptionally helpful in providing free clothing and medical care. The Tift County Medical Association has provided free medical checkups for the students and members of the community have contributed clothing so they can complete the program. Various commodities such as food has been provided for classroom laboratory training at no cost to the program.

A first quarter review of the program produced some unusual results. Jesse Perry, a representative of the Rockefellow Foundation, found the progress to be almost unbelievable. The girls presented clothing they had made, and several spoke before the group on the value of the program to them. According to Colonel F. J. Smrcina, Director of the OEO, "Everyone was delighted at the progress of the girls."

As Coordinator of the Program, Dr. Frank McCain stated, "I think the prospects for high school drop outs take on a different look when you can bring a few together and accelerate their training as we have these 20 students." McCain cautioned, "We are not trying to replace high school training. We are simply trying to take care of individuals who find it necessary due to circumstances to drop out of school."

McCain agrees that similar programs should be started by the Rural Development Center and other agencies to take care of the low income population and help to remove more from the welfare roles.

McCain emphatically points out, "You can't buy people out of poverty---you have to get them motivated to get out of poverty---and this program clearly illustrates this point."

In citing future developments from the program, McCain states, "Funds are a must to support a follow-up study on the jobs, pay scale and other aspects of the program. Other funds will be needed to support the students if they decide to seek training in higher education."

Project: MOTIVATION is the first of many programs being coordinated by the Rural Development Center under the Manpower Training thrust.

PROGRAM FOR DISADVANTAGED – Telephone calls are an important part of dormitory life. Here Neomi King of Ocilla takes a message.

HEALTH AND 4-H

A 4-H Club in Mississippi, made up of only 18 girls, voted to use the money in their treasury to buy and wrap packages for the Red Cross at Christmas. Then they sold tickets to raise money for exceptional children and had two bake sales to buy clothes and food for a cancer victim's family. And this wasn't all. The 18 girls bought school lunches for a month for five children, raised $140 for an invalid recovering from brain surgery, and did a house-to-house canvass for the March of Dimes.

STATE HOG CHOLERA FREE - Commissioner of Agriculture Tommy Irvin, right, accepts a Certificate from Under Secretary of Agriculture Phil Campbell which recognizes Georgia as a hog cholera free state in special ceremonies in Atlanta, Georgia, which ranks 8th in the nation in swine production, began hog cholera eradication efforts in 1962 and has experienced no outbreak now in more than a year. (PRN)

Abundance of Conference Programs Set

Conference programs for Georgians are being planned in considerable abundance at the Rural Development Center. Included are the ABAC Short Courses and special programs sponsored by Cooperative Extension Services.

Special RDS programs now planned are:

1. Rural Development Colloquium with the theme – Direction For Action, scheduled for June 2. Speakers of national prominence will appear.

2. Irrigation Expo – July 7 and 8. A program built on the highly successful Irrigation Expo of 1970 which attracted about 800 plus 30 exhibitors.

3. Soybean Expo – October 26 – to include a field trip to visit a wide variety of test plots at the Coastal Plain Experiment Station and a luncheon where the menu will contain soybean derived foods.

4. Livestock Expo – December 1-2 which will concentrate on swine production and a display of equipment to be used by swine producers.

Programs on Vegetable Growing and Processing, Mechanization and its Social Implications, Environmental Quality in Agriculture, and of the Future Farm are being developed. No specific dates have been established for any of these conference activities.

WELCOME TO TIFTON

Rural Development Center

Working Together

The C&S Bank of Tifton

C&S

The Interested Bank

FIRST STREET At MAIN
LOVE AVENUE At 10th

MEMBER F. D. I. C.

The Building Project

Breaking of ground on December 11, 1969 heralded the beginning of what is expected to develop into a Rural Development Complex composed of several buildings. Plans for the recently completed administration building were developed and drawn by Ellis, Ingram and Associates of Valdosta.

Plans call for the complex to be composed of a series of buildings to be located as to be connected by an enclosed air conditioned mall. In the complex will be (1) a library, (2) a shops-laboratory-classroom building, (3) a large auditorium, (4) a services building, and (5) a communications center.

The library will contain the Coastal Plain Experiment Station Library collection, the Coastal Plain Regional Library the Tifton Film Library and the Rural Development Center Library.

Programs in manpower training and education will be offered in the shops-laboratory-classroom building. As graduate program offerings are developed they will be offered in this facility.

The auditorium, expected to seat up to 1500, will serve to house large conference groups and will be available for a wide variety of cultural and educational programs that will be attracted to the community.

A service building will provide for food and banquet service and continuing education program administration.

TV and radio programs to be taped and distributed throughout the state and region will be produced in the communication center. It is expected that courses in the communication arts will be offered utilizing these facilities for presentation and training.

When these structures have been completed they will be connected by an air conditioned mall that will give the impression of openness and brightness. Spaces for exhibits, demonstrations, and lounging are to be designed for this spacious area.

The program from which the library will be designed is written so it can be developed as soon as funding becomes available. It is anticipated that the RDC program will move forward so the entire complex can be completed by 1976.

Soybean Expo 71

The first Soybean Expo is sponsored by the Cooperative Extension Service, the Coastal Plain Experiment Station, Abraham Baldwin Agricultural College, and the Rural Development Center. The one-day meeting will be held at the Rural Development Center on October 26, 1971. In addition to a program of outstanding speakers, the Expo will feature machinery and equipment pertaining to soybean production, harvesting, storage and processing. A noon luccheon is being planned that is based primarily on soybean products.

According to James E. Jackson, Cooperative Extension Service Agronomist, University of Georgia, "Soybeans is the only major agronomic crop that has markets looking for it". One reason for this is the fact that during 1971 Georgia producers grew 11.9 million bushels of beans, while the capacity of the processing industry is about 40 million bushels. This deficit of 28 million bushels represents a potential production worth 81 million dollars. Small wonder that soybeans is referred to as the golden crop. Clearly, Georgia producers need to increase yield and acreage and consider soybeans as a primary crop worthy of their first attention.

Mr. C. P. Eley, Agricultural Economist with the Economic Research Service of the U.S.D.A. estimates that the use of soy proteins in foods has been increasing about five to seven percent annually. This is expected to continue at least another two or three years.

The twenty-five new members of the Georgia Moneymaker Soybean Club for 1970 averaged 40 bushels per acre on 1,166 acres at a production cost of $1.01 per bushel. This represents a net profit of over $75.00 per acre. This club is jointly sponsored by the Cooperative Extension Service and Gold Kist, Incorporated.

When one considers the many uses of soybeans and soybean by-products, we can appreciate the value of this crop. Food technologists say a new frontier is being forged by the development and use of soy protein for human food in our country. Soy based foods and specialty products are gaining wide acceptance by the American housewife. The specific uses of this versatile vegetable protein range from noodles to snack items to meat balls.

As a matter of fact, soybeans is the most promising source of high quality, low cost protein that is available in sufficient quanitities to meet human needs on a worldwide basis. This can be readily understood when one considers that the retail cost of a pound of protein from beef is about $4.44, while that from soybeans is only 11 cents. Consider also that the relative yield per acre is 58 to 508 pounds respectively.

The newest use for isolated soy protein made from defatted soy flakes is in the area of dairy type products such as coffee cream, whipped toppings, frozen desserts and cheese –like spreads and dips. The soy protein also functions as moisture retainers, binders, and emulsifiers in many food products.

Strictly speaking from the standpoint of a protein product, the spun proteins and textured proteins are the big news among the food processors. The former product is the source material for the simulated natural products, such as chicken, ham, frankfurters, and other specialty products. Foods made from these spun proteins have no bones, skin or excess fat and there is no waste or shrinkage. The textured product can be produced with a meat-like appearance and taste. It can also be produced to simulate nut meats, fruit bits, and coconut chips. Flavor, texture and shape can be controlled as can the nutrient properties. This makes for a very versatile product to say the least. Soy milk, soy beverages and blended food products are other important uses for the golden bean.

Recent developments in the area of animal nutrition may have far reaching implications on the use of the soybean crop. Livestock producers may now feed full fat soybeans directly to their animals. On-the-farm processing equipment is readily available that will heat treat the whole soybean so that it may be fed directly to finishing beef cattle and swine. This means that the farmer may feed his own soybeans instead of feeding soybean oil meal that must be purchased. Two cookers and one soybean extruder are currently available that will efficiently accomplish this heat treatment.

The City of Tifton

extends a cordial handshake to everyone at the

Rural Development Center

"We'll Work With You"

City of Tifton Natural Gas Dept.

Why Irrigation Expo 71

The average 50 inches of rainfall in Georgia would appear to be adequate for the agronomic crops adapted to the State. The interest in irrigation during the last three years would suggest there is more to this than the above figure would indicate. The writer of Ecclesiastes 3:1 through 9 sums it up very well. It is a matter of timing. This is just as important or more so, than simply the gross amount. If our annual rainfall was properly distributed it would be adequate but this is not the case. For instance, the greatest need for water by the soybean plant is during the critical pod filling.

The current thinking is to consider rainfall as a supplement to irrigation. In this concept, irrigation is a crop production tool and is not considered as insurance as it has been in the past. In this light, the practice of irrigation is a completely new ball game! In order for the producer to "think irrigation" he must consider new production practices and adapt, in many cases, a completely new set of criteria. In many instances the changes involve different land preparation techniques, new varieties and fertilization practices, different planting dates, new techniques for insect and weed control, and a new approach to harvesting methods. He must also realign his thinking with respect to fertilization rates and plant population. He must realize that all of these things are important. The entire production picture must be considered in this new light of a highly coordinated and intensified system of water agriculture.

Such practices very dramatically increase the yield ceiling for agronomic and horticlutural crops. It has been estimated that the average yield of agronomic crops in Georgia is approximately 10 to 20 per cent of the maximum potential. Perhaps the most important benefit from all of this is that the grower is pretty much guaranteed a satisfactory yield each year rather than a feast and famine type situation. This is most important because the production margins are much tighter now than they have been, and this is going to be par for the course. Margins over cost of production used to be 30 to 40 percent. Today, and in the immediate past, even in the more efficient operations, they are frequently 5 to 6 percent. This also makes for a very tight production credit system.

The producer must also consider the soil type with which he is confronted and the fact that it is the soil that is irrigated and not the plant. Sandy soils have a limited water holding capacity as compared to the heavier clay soils of our state. Consider that as the texture changes from sand to clay the water stored per foot of soil varies from 0.75 inches to as much as 2.5 inches per foot. If the rate of water application exceeds the capacity of the soil the water is wasted and excessive leaching of nutrient occurs. The rate of application should be somewhat less than the water holding capacity of the soil. On the other hand, plants growing on sandy soil can experience drought stress in just 5 days.

According to Mr. C. W. Sever, Geologist for Rainbow Manufacturing Company, the Coastal Plains area is richly blessed with copious quanities of underground irrigation water. He estimates that if all the 25,000,000 acres of land in the Coastal Plains area were cleared and planted to crops they could be irrigated with about 1.7 inches of water per day just from the water stored in underground aquifers alone.

Georgia producers are using this water to a good advantage and at an accelerated pace. Extension Service figures for 1970 indicate that 146,029 acres received irrigation water. This represents 6,572 different farms.

Most of the systems used on these farms were of the hand-moved, portable type. These are rapidly being replaced by the self-propelled automatic systems. The main reason for going to the self-propelled equipment is the labor factor. The labor available today does not like to become involved with portable irrigation equipment. The work is too hard, hot, humid and muddy. This is accentuating the trend of self-propelled equipment. At the present time, there are twenty-eight manufacturers of irrigation equipment in the United States. With these permanent type self-propelled irrigation systems available, researchers and producers are taking a hard look at fertigation and chemigation. These practices are rapidly becoming precise and practical. They have many hours of labor that can be used to a good advantage in other phases of crop production.

Irrigation Expo '71 will be held on July 7 at an ideal location. The setting will be a large lake just to the west of Abraham Baldwin Agricultural College campus. In the area surrounding the lake you will be able to observe the displays of many types of irrigation equipment. Some of the systems will be demonstrated and you can observe them in action. You will also have the opportunity to talk with the people that are using them and the people that are selling them. An outstanding program has also been arranged for this two day event. Topics range from financing to production practices.

This event will be sponsored by the Cooperative Extension Service, the Coastal Plain Experiment Station, Abraham Baldwin Agricultural College, and the Rural Development Center.

Best Wishes to The Rural Development Center

"Let's Work Together"

FDIC

A FULL SERVICE BANK

The Citizens Bank of Tifton

HORTICULTURE Notes, Comments

By: Major C. Collins

HOW CITRUS FRUITS REACHED AMERICA

Citrus fruits – oranges, grapefruit, lemons, and many more kinds – are enjoyed by the people of the western world. In fact, citrus is one of the most popular fruits in the United States according to the amount of citrus fruits solds in this country.

All species of citrus are believed to be native to subtropical and tropical regions of Asia. Oddly, the citron was the first member of the citrus tribe to become known in Europe. It was mentioned about 310 B.C. by Theophrastus. The citron is not commonly known as a commercial fruit here, except in the candied form used in fruit cakes. These are grown in Southern Europe and imported to our country.

They came to Europe in this order, but perhaps centuries apart, the sour orange, the lemon, and the sweet orange. This last species, the sweet orange was not known in Europe for its fruit until approximately 1400 A.D., about seventeen centuries later than the citron. There is some evidence however, that the citrus tree was grown in Italy, and it could possibly be a sweet orange as evidenced in the mosaics of Pompeii, which was destroyed in 79 A.D. But there is a strong suggestion that the citrus there did not fruit. (Possibly killed back each year by freezes?)

Other writers have suggested that citrus of various kinds were spread throughout Asia Minor, or as we say nowdays, the Middle East. At any rate, the sweet orange was widely grown in the early sixteenth century. The Portugese contributed much to the spread of citrus fruits, and among other places, brought this fruit to the Canary Islands.

On Christopher Columbus' second voyage, it was widely known that he brought many plants, seeds and the like to establish colonies in the Western World. Thus evidence indicates that he planted citrus seeds in Hispaniola (Haiti), soon after his arrival on November 22, 1493. According to records, he put in at the Canary Islands October 5, 1493, where he provided his fleet with some cattle, hens, grains and seeds of oranges, lemons, and citrons as well as all kinds of vegetables. It is supposed that he did not get the citrus seeds in Spain when he sailed because it was too early in the season to secure mature seeds for his purpose.

In this brief sketch, is shown the origin of citrus and several other plants that were not native to our country.

PROPAGATION – AIR LAYERING

Spring is the time to begin on propagation projects. Multiplication of the number of plants by air layering is one such device. The Cooperative Extension Service, U. of Ga. College of Agriculture has a folder giving directions, illustrated with pictures of air layering. The folder is written by Mr. Troy Keeble, Extension Horticulturist. If you are unable to get this folder at your county agent's office, contact me, and I will make every effort in securing one for you.

In addition to the directions given in the above folder, I would suggest that some time, say a week or two prior to airlayering, cut a notch, or otherwise cause the stem to form a callus or scar tissue at the point that you want the roots to sprout. Roots will put out at the damaged place where the callus has formed.

TREES FOR PURER AIR

Early man had to live by his wits so he studied the laws of nature very closely. In our urban society of today, too many of us have drifted away from the laws of nature. Man has always gotten into trouble when he disobeyed the laws of nature and this may be the reason for many of our troubles today. A good example of the disregard of the laws of nature today is our polluted air and waters. No people can do their best using poor quality water, and breathing polluted air. At least some of the air pollution can be alleviated by preserving as many of our trees as is possible. Trees are nature's air conditioners.

The above brief article appeared in this column several months ago, and was picked up by the North American Fruit Explorers publication "Pomona". It appears in the April 1971 issue. I feel that this little message bears repeating for those that might have missed it the first time around.

TODAY'S FAIRY STORY

"Mr. President, I'm the bureaucrat that you appointed several months ago to solve the war on poverty. I wish to report that the problem has been solved, and I am awaiting your dismissal of me from the bureau, and to disband this agency. Also, I wish to turn in one hundred and sixty eight million dollars, that was not needed and was not used by my office."

LIME DOES MORE

Lime not only corrects soil acidity and raises pH levels. It is also a fertilizer material, containing calcium and—if dolomitic lime is used—magnesium as well. Both of these elements are essential for plant growth.

POISON PREVENTION

Poisons come in many disguises. But household poisons and various insecticides seem to be the greatest culprits because they are so often stored haphazardly in the home. Extension Service home economists point out that things like bleaches, oven cleaners, solvents and old medicines are usually easy for the toddler to find. And like all children, what they see goes into the mouth before even the most alert mother can prevent it. Safe and proper storage is the answer.

BD

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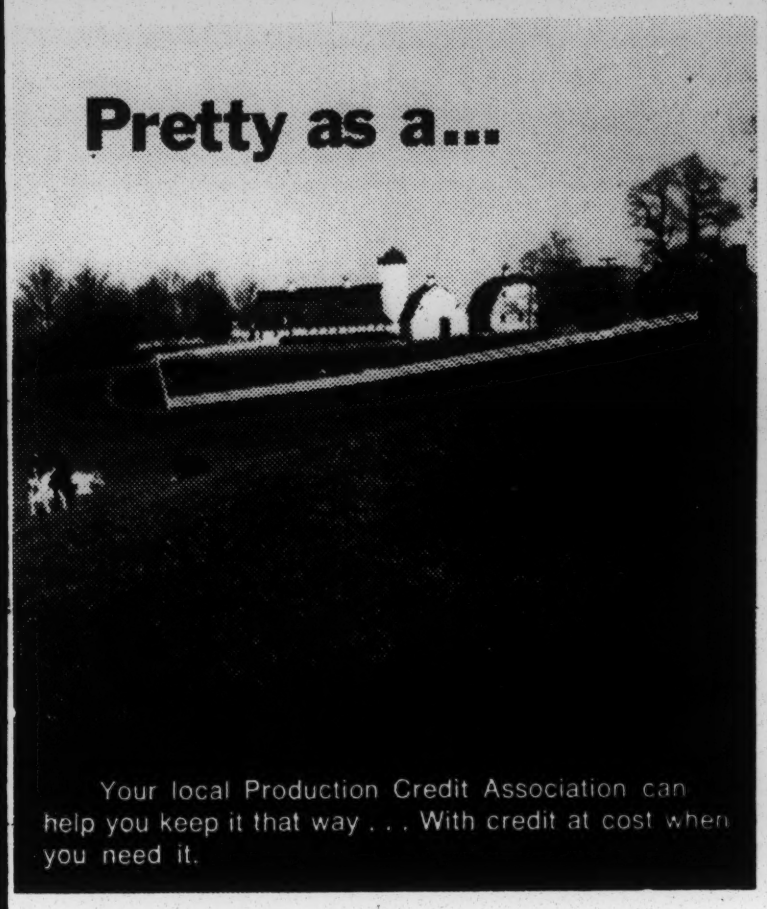

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Braves TALK

The Official Report from Georgia's Big League Team

ATLANTA (PRN) – The National Safety Council will tell you that "Speed Kills," but Atlanta Braves' centerfielder Sonny Jackson will tell you that "Speed" is what could take the 1971 Braves to the World Series.

"You can't beat speed," Jackson said. "For the last few years, the Braves have had to depend completely on power, and that's just not enough to be a consistent winner in today's game.

"You've got to have speed to win. Last year there were only me, Hammer (Hank Aaron) and Felix (Millan) who could run. Now we've got Ralph Garr and Dusty Baker and might be the fastest team in the league.

"You can see the difference already. The other night the opposing pitcher was nervous and kept trying to pick Garr off first base. He finally threw the ball over the first baseman's head and Ralph went to second. As a result, we scored the next pitch on a single.

"One thing, too. The speed is going to help our power hitters. For instance, Hank's going to see more fast balls this season than ever before. With me and Ralph hitting in front of him, the pitchers know they have to throw the ball hard or we'll be on second with a stolen base."

Jackson also feels that his conversion from shortstop to center field will help the 1971 Braves.

"I hit the ball pretty good when I'm healthy, and I haven't stayed healthy a full season since my first year when I went to bat over 600 times," he continued. "I hit .292 that season. With my added experience from six seasons in the big leagues, I think I can easily be a .300 hitter.

"Playing center field is easier on me physically," he added. "It's basically the same as playing shortstop since everything you go after is coming up the middle, but it lets me use my speed more. And without the quick stops and starts that you have to make at shortstop, there is less chance of leg injuries."

How fast is Sonny Jackson?

"I'm really not sure," Sonny answered. "In high school, I ran the hundred yard dash in 10.1 when I was 14 years old. I know I got a lot faster after that, but nobody ever timed me again.

"I'm not as fast as Ralph is at running to first base," he continued. "I'd say I probably make it in about 3.4 or 3.5, and they say that Ralph can do it in three seconds flat. But once I get going, I'm a little faster than he is. I take long strides and can get to second or third pretty fast."

***

One of the most enjoyable Braves home dates of the season for youngsters is coming up this Sunday, April 25th, when the Braves play the San Diego Padres in a doubleheader at Atlanta Stadium, starting at 1:35. The time between the two games of the doubleheader will be designated to the Braves Circus Day festivities with clowns, funny cars, bands, special circus acts and a grand finale of the great Malakova walking the high wire in center field. Circus Day is being sponsored by the Atlanta Shrine Temple, which also sponsors the big Shrine Circus at the Atlanta City Auditorium (April 16-24).

Free Circus Day balloons will be given to the youngsters who attend the games. Plenty of good tickets are still available and can be purchased at the advance ticket windows at Gate G of the Stadium.

You and Your Dollar

by the Georgia Consumer Services Program

FAIR CREDIT REPORTING

A store has just refused to let me charge something, and I want to know why. I've always paid my bills. How can I get them to tell me why I can't charge there?

After April 25, they'll have to tell you if it's a bad credit report. That's the date that the new Fair Credit Reporting Act goes into effect. Under this law, a merchant must tell you if he is denying you credit or raising your payments because of a bad credit report, and refer you to the local credit bureau to find out more. If he received a bad report on you directly from another store, you have 60 days to demand a written explanation.

A credit bureau is obligated to report to you the nature of everything in your file, except medical information. Additionally, the credit bureau must tell you the sources of their information, except for the names of the people who gave information regarding morals and character.

If you disagree with anything in your file, the bureau must re-investigate. If it turns out that the information was wrong, the bureau must delete it from your file, and notify, free of charge, anyone receiving the report in the last six months. Even if, after investigation, the bureau finds grounds to leave the bad part in, you have the right to include your own version of the facts in the file. This must be sent to recent receivers of the report, at no charge, within 30 days, and for a small charge if later.

Finally, this law provides that information concerning a bankruptcy cannot be included in a credit report after 14 years, and other adverse incidents, such as suits, judgments and arrests, must be left out after seven years.

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PLEASE HELP!
We'll be Knocking on Your Door

NOTICE TO PUBLIC
Shrubbery must be trimmed so that Gas Meters are accessible to Meter Readers.
CITY OF TIFTON

Conferences: From Catfish to Ministry

By: Larry L. Marchant

The broad scope of the Rural Development Center can easily be seen by taking a look at the conferences on schedule for the next 12 months.

We started off the year with a "Catfish Disease Short Course" held on March 22, 23 and 24. The month of April has already seen us hold a "Multi-Media Workshop" sponsored by the 2nd District, Georgia Department of Instructional Supervision on April 14 and followed closely on April 15 by a seminar entitled "The Minister and the Communtity".

Looking ahead we have coming up on May 4 and 5 the third annual "Community and Resource Development, Conference" which is being organized by Mr. Dewitt Harrell, Department Head, Communtiy and Resource Development, Cooperative Extension Service, University of Georgia. The Conference will take a specific look at some successful local Georgia communtity and resource development cases.

During the month of June, we have a major conference planned which is entitled simply "Rural Development Conference". Rural development is a topic of great interest to many individuals and groups today. Among these are the State Department of Planning and Community Affairs, the Coastal Plains Regional Commission, the Area Planning and Development Commissions, the State Rural Development Committee, County Rural Development Committees, the Office of Economic Opportunity, Farmers' Home Administration, Soil Conservation Service, U. S. and Georgia Departments of Labor, State Department of Education, Regents of the University System.

At this conference, plans for rural development programs from Washington will be discussed. In addition, implications for agriculture, forestry, marketing, manpower training, and community development will be presented.

The month of July will see a repeat of the very successful RDC "Irrigation Expo". The Expo is planned for July 7 and 8 at the RDC and on the Abraham Baldwin Agricultural College campus. Exhibitors from across the United States are expected to show land forming and irrigation equipment around Lake Baldwin. The morning sessions of the Expo will be held at the RDC building and there will be some up-to-date research experiences on: peanut production, corn production, soybean and cotton production, tobacco production, vegetable crop production, and pecan production. Other areas to be discussed will be: "Drainage and Land Farming" "Sources of Irrigation Water", and "A Banker Looks at Irrigation".

Some additional Expos to watch for will be the "Soybean Expo" scheduled for October 26, 1971, and the "Livestock Expo" planned for December 1 and 2, 1971.

The programs listed so far are conferences of major importance to the Rural Development Center. Many additional programs are also planned which have not been assigned a specific date as yet. Some examples of these are as follows: "The Family Farm", "Vegetable Procession", "Effective Methods of Marketing the Individuals Farm Products", "The Rural Job Market", "Housing – What is the Answer?".

Ideas for the programs named here have originated from a number of sources. The RDC has been guided by steering committees representing such areas as home economics, horticulture, agronomy, forestry and animal science.

Funding the RDC

Funding of any public agency and its program is a matter of considerable interest to the citizens of the state. People throughout the state can take pride in the fact that the Rural Development Center Administration building is theirs. No federal funds have been sought for its construction. Currently most of the operational funds and staff salaries come through the University of Georgia College of Agriculture budget.

As specific programs are developed, funding is being sought from both federal and private sources. In many instances the Rural Development Center staff will serve only to assist the other agencies to secure direct funding. Examples are the In-Service Training Program for the teachers of the Tift County Public Schools which has been conducted on the ABAC campus under the direction of Dr. Thomas Milam, Chairman of the Social Science Division of ABAC Funding for this program came directly to the Tift County Public School system even though they were sought for the system by RDC staff members.

Another example is the funding of the Georgia Blueberry Association located in Alma, Georgia. RDC staff personnel, assisted by Cooperative Extension and Coastal Plain Experiment Station personnel, helped to organize the Association and helped to seek initial funding for the organization's program from the Coastal Plain Regional Commission and the Model Cities Program of the Department of Housing and Urban Development.

Project Motivation, an RDC developed program, currently being conducted by the faculty of ABAC, has received funding from the Coastal Community Action Agency and the Rockefeller Foundation.

A pilot project, Concerted Services in Training and Education (CSTE), developed by the USDA and involving six other federal agencies was funded by the State Labor Dept. with money made available for the purpose by the U. S. Dept. of Labor. This project, under RDC direction, is being conducted in an area encompassing all of Atkinson, Bacon, and Pierce Counties and the northern portion of Ware County. There are only ten such pilot projects in the United States. These projects are designed to help bring federal manpower training and education programs to rural areas. Such programs already in force in other states are proving to be most effective.

A major objective of the RDC is to bring back to Georgia more of the dollars its citizens pay out in federal taxes.

Food: Beef, Catfish, Swine; Research Facility Expansion

Since its early inception, the Coastal Plain Experiment Station has conducted research with cattle and swine. But with increased emphasis on rural development and the agricultural economy, these areas of research are being expanded and a third area of food production – catfish – is being added.

Livestock Expo 71

Swine producers in Georgia and surrounding states will have an opportunity to observe the latest swine buildings, equipment, and production practices December 1 and 2 of this year. Plans are well underway for Livestock Expo 71. This event will be sponsored by the Cooperative Extension Service, the Coastal Plain Experiment Station, Abraham Baldwin Agricultural College, and the Rural Development Center.

The Expo will be somewhat like the Midwest Farm Show or the Swine Equipment and Trade Shows sponsored by the American Pork Congress. This first Livestock Expo will be concerned with all phases of swine production, processing, and marketing. Expanding to other species and areas of interests will be a future consideration. Invitations to participate in Livestock Expo 71 will be extended to companies or agencies that are engaged in a business or activity that supports or is directly concerned with swine production, processing, and marketing. This includes the National Purebred Swine Associations, the Georgia Swine Growers Association, the Georgia Veterinary Medical Association, similar organizations in other states and any of the Commodity Commission groups.

Exhibits and equipment displays will be housed under large circus type tents. Outside exhibit and demonstration areas will be planned in the area immediately adjacent to the sheltered equipment and exhibit areas. Live animals will be used in some of the exhibits to demonstrate certain pieces of equipment. Plans are also being made for type and carcass demonstrations. Adequate space for Expo and parking for the attendees is readily available in the 17 acres surrounding the RDC Building Complex. The Swine Industry in Georgia has become so important to the economy of the state and reached such a sophisticated stage of development that it can best be served by shows specifically designed for the agribusiness man engaged in his specialty, the production of pork.

The expanded cattle feeding program facilities are already under construction with four silos and one high-moisture grain bin having been completed. Sometime during the next six months, a steer feeding facility designed to handle approximately 200 steers at the time will be started. In addition to the feeding barn, feed preparation facilities including grinders, mixers, and stoarge facilities will be added. These facilities will enable the station to expand its research program and, in cooperation with RDC, provide more intensive and effective teaching and demonstration in handling of feed, management of feeding cattle and cattle waste. When these facilities are completed, they will represent approximatley $450,000 investment.

The station's swine research program has dealt with breeding, nutrition and swine management. This basic program will be strengthened and enlarged to include more effective work in baby pig production and management and in work in swine nutrition. Barn and swine handling facilities will be greatly improved. Nutrition research will be considerably expanded and the basic feed production will be handled in the larger beef cattle feed processing and handling facility. The swine expansion program will consist of new feeding and farrowing facilities and feed handling equipment. Total capital outlay will be approximately $175,000.

Catfish production represents a new area of research for the Coastal Plain Experiment Station. Capital items are now under construction which will consists of a seven-acre pond, virtually completed, a deep well for supplying water for the work, one 8-100' section raceway now about one-half completed, one 4-100' raceway yet to be started, and one approximately one-acre moat to be constructed. Reserach in these facilities immediately will be limited to production of catfish under raceway and moat systems. Dr. Tom Hill, a recent graduate of Auburn's Entomology and Fisheries Department, has the direct responsibility of operation of these units. Dr. Hill is currently conducting catfish production in cages in existing ponds and will continue a limited amount of this work after the raceways are developed. Sometime during this spring, the first raceway production units will be put into operation.

The catfish program, new to the station, will be used in cooperative programs with RDC to provide for those people who are interested, research information as it is developed.

Church Directory

BAPTIST CHURCHES

EASTSIDE BAPTIST CHURCH
Old Ocilla Road
REV. EDDIE ALLEN, Pastor
7:30 p.m. — Prayer Service
9:45 a.m. — Sunday Schoool
11:00 a.m. — Morning Worship Service
6:45 p.m. — Training Union
8:00 p.m. — Evening Worship
8:00 p.m. — Wed. Prayer Service

PINEVIEW HOLINESS BAPTIST
5 Miles South of Tifton
REV. WELDON ALLIGOOD, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:30 p.m. — Evening Worship
7:30 p.m. — Wed. Prayer Service
Services every 1st & 3rd Sunday

FAITH MISSIONARY BAPTIST
Waterloo Road
REV. D. H. ADAMSON, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:30 p.m. — Prayer Service
7:00 p.m. — Evening Worship

LIBERTY BAPTIST CHURCH
REV. E. J. BLEDSOE, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — Training Union
8:00 p.m. — Evening Worship
8:00 p.m. — Wed. Prayer Service

BROOKFIELD BAPTIST CHURCH
REV. PAUL SWATFORD, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:00 p.m. — Training Union
7:00 p.m. — Worship Service
7:00 p.m. — Wed. Prayer Service

PINETTA BAPTIST CHURCH
REV. J. D. MURRAY, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:30 p.m. — B. T. U.
7:30 p.m. — Evening Worship
7:30 p.m. — Wed. Prayer Service

SALEM BAPTIST CHURCH
REV. J. ALBERT CROWE, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — Training Union
8:00 p.m. — Evening Worship
8:00 p.m. — Wed. Prayer Service

WATERLOO BAPTIST CHURCH
REV. JACK THOMPSON, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:30 p.m. — Evening Worship

ST. PAUL FREEWILL BAPTIST
REV. H. W. GIDDENS, Pastor
Services every 1st & 3rd Sunday
10:30 a.m. — Sunday School
11:30 a.m. — Worship Service

HICKORY SPRINGS PRIM. BAPT.
9 Miles N. W. of Tifton
ELDER OTIS McGEE, Pastor
10:30 a.m. — Bible Study
11:15 a.m. — Morning Worship
6:15 p.m. — P. B. Y. F.
7:00 p.m. — Evening Service

FIRST FREE WILL BAPTIST
E. 16th at Davis Ave.
REV. HUWEL WALKER, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:30 p.m. — Evening Worship
8:00 p.m. — Wed. Prayer Service

CORINTH FREE WILL BAPTIST
REV. LARRY WILLIAMS, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:30 p.m. — CTS Training
7:30 p.m. — Evening Service

FIRST BAPTIST CHURCH
REV. W. CHES SMITH, Pastor
8:00 a.m. — The Baptist Hour, WWGS
8:00 a.m. — Ga. Baptist News, WTIF
9:30 a.m. — Sunday School
11:00 a.m. — Morning Worship
4:00 p.m. — Choral Choir Rehearsal
5:45 p.m. — Snack Supper
6:15 p.m. — Training Union
7:30 p.m. — Evening Worship

SECOND BAPTIST CHURCH
REV. L. B. BRANTON, Pastor
9:45 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:30 p.m. — Training Union
7:30 p.m. — Evening Worship

BESSIE TIFT BAPTIST CHURCH
REV. ROLLIE STANKOWITZ, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:30 p.m. — B.T. U.
7:30 p.m. — Evening Worship

BELMONT MISSIONARY BAPTIST
2214 Tyson Ave.
REV. JERRY WILSON, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — Evening Worship

CALVARY BAPTIST CHURCH
REV. JOHN S. GIBBS, Pastor
9:45 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:45 p.m. — Training Union
8:00 p.m. — Evening Worship

NORTHSIDE BAPTIST CHURCH
Corner 20th & N. Ridge
REV. WILLIAM LONG, Pastor
7:30 a.m. — Men's Prayer Service
9:45 a.m. — Sunday School
11:00 a.m. — Morning Worship
5:45 p.m. — Hour of Christian Tr.
7:00 p.m. — Evening Worship

CHULA BAPTIST CHURCH
REV. J. W. McCORVEY, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — Training Union
8:00 p.m. — Evening Worship

OLD TY TY PRIM. BAPTIST
6 miles S. W. of Tifton
ELDER H. M. HAINES, Pastor
Services 11 a.m., 2nd Sat. & Sun.

TY TY BAPTIST CHURCH
REV. LEON B. DAME, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Worship Service
7:00 p.m. — Training Union
8:00 p.m. — Evening Worship

MT. ZION BAPTIST CHURCH
REV. JIM BRITT, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — Baptist Training Union
8:00 p.m. — Evening Worship

NEW RIVER BAPTIST CHURCH
REV. D. T. RUDESEAL, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:00 p.m. — Training Union
7:00 p.m. — Evening Service

OMEGA BAPTIST CHURCH
REV. J. TERRELL RUIS, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — Training Union
8:00 p.m. — Worship Service

MT. OLIVE PRIM. BAPTIST
4½ Miles N. E. of Tifton
ELDER GEORGE DANIEL, Pastor
10:00 a.m. — Bible Study
11:00 a.m. — Preaching
7:00 p.m. — Evening Service

OAK GROVE BAPTIST
REV. L. E. PITTS, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:30 p.m. — B. T. U.
7:30 p.m. — Evening Worship

ZION HOPE BAPTIST
Zion Hope Road
REV. TALMADGE WILCOX, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — Training Union
7:45 p.m. — Evening Worship
8:00 p.m. — Mid-Week Prayer

TIFTON PRIM. BAPTIST
ELDER C. O. MOORE, Pastor
10:00 a.m. — Bible Study
11:00 a.m. — Morning Worship
7:30 p.m. — Evening Worship

ELDORADO BAPTIST CHURCH
REV. W. R. HARPER, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — Training Union
7:30 p.m. — Evening Worship

WAYSIDE BAPTIST CHURCH
4 Miles on Nashville Hwy.
REV. RALPH HOBBS, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — Evening Worship

MACEDONIA BAPTIST CHURCH
REV. FLOYD RICHARDS, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — Evening Worship

METHODIST CHURCHES

FIRST METHODIST CHURCH
REV. GILBERT RAMSEY, Pastor
8:00 a.m. — Men's Breakfast
9:45 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:00 p.m. — Snack Supper and Evening Fellowship — Social Hall
6:45 p.m. Men's Chorus Rehearsal
7:30 p.m. — Evening Worship

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TRINITY METHODIST CHURCH
603 Belmont Ave.
REV. HOKE O. HATCHER, Pastor
9:45 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:00 p.m. Commission on Education
6:30 p.m. — Evening Fellowship
7:30 p.m. — Worship Service

LENOX METHODIST CHURCH
REV. CHARLES ADAMS, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Worship 1st, 3rd Sun.
7:00 p.m. — Worship 1st, 3rd Sun.
8:00 p.m. — Thurs. Prayer Service

OAK RIDGE METHODIST CHURCH
REV. JAMES ROBINSON, Pastor
10:00 a.m. — Worship Service
Every 1st & 4th Sunday

BROOKFIELD METHODIST
REV. DWIGHT BISHOP, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:30 p.m. — MYF
7:30 p.m. — Evening Worship
7:30 p.m. — Wed. Bible Study
Every 1st & 3rd Sunday

MT. CALVARY METHODIST
HOKE O. HATCHER
9:45 a.m. — Worship Service
10:30 a.m. — Church School

GLORY METHODIST CHURCH
REV. DOUGLAS ENGLISH, Pastor
FIRST & THIRD SUNDAY
10:00 a.m. — Worship Services
11:00 a.m. — Church School
2nd, 4th, & 5th Sunday
10:00 a.m. — Church School
7:30 p.m. — Thurs. Prayer Meeting

CHULA METHODIST CHURCH
REV. R. V. WILLIAMS, Pastor
10:30 a.m. — Sunday School
11:30 a.m. — Worship every 1st and 3rd Sunday.
8:00 p.m. — Evening Worship every 1st and 3rd Sunday

OMEGA METHODIST CHURCH
REV. JOHN CLEMENTS, Pastor
10:00 a.m. Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — M. Y. F.
8:00 Evening Service
8:00 Wed. Prayer Service

HERRING MEMORIAL UNITED METHODIST CHURCH
REV. JAMES P. WALKER, Pastor
9:45 a.m. — Sunday School
10:45 a.m. — Morning Worship

HARDING METHODIST CHURCH
REV. R. V. WILLIAMS, Pastor
10:30 a.m. — Sunday School each Sun.
11:00 a.m. — Morning Worship 2nd and 4th Sunday
8:00 p.m. — Worship Service
8:00 p.m. — Wed. Prayer Service

TY TY METHODIST CHURCH
REV. JAMES ROBINSON, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship on 2nd Sunday
7:30 p.m. — Evening Worship on 2nd Sunday.
Thursday — Bible Study

WESLEYAN METHODIST CHURCH
103 E. 8th St.
REV. E. M. PAYNE, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship on 2nd, 4th, and 5th Sundays
7:30 p.m. — W.Y., Y.M.W.B.
8:00 p.m. — Worship Service
7:30 p.m. Wed. Prayer Service

SOUTHERN METHODIST

FIRST SOUTHERN METHODIST
Love Ave. at 4th St.
10:00 a.m. — Sunday School
11:00 a.m. — Worship Service
8:00 p.m. — Evening Worship.

Fundamental Bible Believing
8:00 p.m. — Wed. Prayer Service

PRESBYTERIAN

THE PRESBYTERIAN CHURCH
217 N. Park Ave.
REV. GORDON BRADFORD, Pastor
9:45 a.m. — Church School
11:00 a.m. — Worship
5:30 p.m. — Vespers
6:15 p.m. — Youth Fellowship
6:15 p.m. — Youth & Westministers Fellowship Supper
8:00 p.m. — Wed. Prayer Service

CHURCH OF NAZARENE

CHURCH OF THE NAZARENE
REV. ELMER CARTER, Pastor
9:45 a.m. — Sunday School
10:50 a.m. — Morning Worship
6:30 p.m. — Fellowship, all ages
7:30 p.m. — Wed. Evening Service

EPISCOPAL

ST. ANNE'S EPISCOPAL
Corner of 4th & N. Central
REV. H. A. ROGERS, Vicar
10:00 a.m. — Morning Worship
11:00 a.m. — Morning Worship
7:30 p.m. — E. Y. C.
HOLY DAYS
12 Noon — Holy Communion
WEDNESDAYS
7:30 p.m. — Choir Rehearsal

ASSEMBLY OF GOD

ASSEMBLY OF GOD
REV. O. L. STOKES, Pastor
9:00 a.m. — Broadcast
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:30 p.m. — Evangelistic Service

LUTHERAN

PEACE LUTHERAN CHURCH
604 Tennessee Ave.
REV. JAMES BYORK, Pastor
10:00 a.m. — Sunday School
8:45 a.m. — Worship Service

CATHOLIC

OUR DIVINE SAVIOUR CATHOLIC CHURCH
CORNER OF 12th & Love
REV. RAYMOND GOVERN, OFM
9:00 a.m. — Sunday Mass
5:30 p.m. — Holy days Mass
Confessions before all Masses
School in Christ:
Thurs. 4 p.m. — Primary Grades
Sun. 10 a.m. — Upper Grades
Sun. 7 p.m. — High School

CHURCH OF CHRIST

CHURCH OF CHRIST
CALVIN E. CAMPBELL
10:00 a.m. — Bible Study
11:00 a.m. — Morning Worship
7:30 p.m. — Evening Worship
6:30 p.m. — Wed. Bible Study

CHURCH OF GOD

THE CHURCH OF GOD
4th St. and Belmont
REV. ELMER GOLDEN, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
6:00 p.m. — Evening Worship
7:30 p.m. — Wed. Y.P.E.

UNION GROVE CHURCH OF GOD
Eldorado
REV. BILLY DAWSON, Pastor
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:30 p.m. — Evangelistic Service
7:30 p.m. — Wed. Family Service

CONGREGATIONAL CHRISTIAN

VANCEVILLE CONGREGATIONAL CHRISTIAN CHURCH
REV. G. F. TURNER
10:00 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:30 p.m. — Evening Worship

OTHER FAITHS

JEHOVAH'S WITNESSES
Kingdom Hall
1412 Moore Hwy
Sunday 9:30 a.m. — Bible Lecture
Sunday 10: 30 a.m. — Watchtower Study
Tuesday 8:00 p.m. — Bible Study
Thursday 7:30 p.m. — Ministry School
Thursday 8:30 p.m. — Service Meeting

CHURCH OF JESUS CHRIST OF LATTER DAY SAINTS
Murray & 24th St.
WAYNE FELLOWS
Branch President
8:30 a.m. — Priesthood Meeting
10:00 a.m. — Sunday School
6:00 p.m. — Sacrament Meeting

SEVENTH-DAY ADVENTIST CHURCH
REV. BRUCE R. BOYER, Pastor
SATURDAY:
Sabbath Services
9:30 a.m. — Sabbath School
11:00 a.m. — Worship Service

CHRISTIAN & MISSIONARY ALLIANCE CHURCH
809 W. 2nd St. near I-75
REV. EUGENE F. CLAY, Pastor
9:45 a.m. — Sunday School
11:00 a.m. — Morning Worship
7:00 p.m. — Evening Worship
7:30 p.m. — Thurs. Prayer Service

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* Our church is identical in doctrine to the former Methodist-Episcopal Church South.
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AND A RETURN TO BASIC FAITH
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Rev. David S. Moore — Minister
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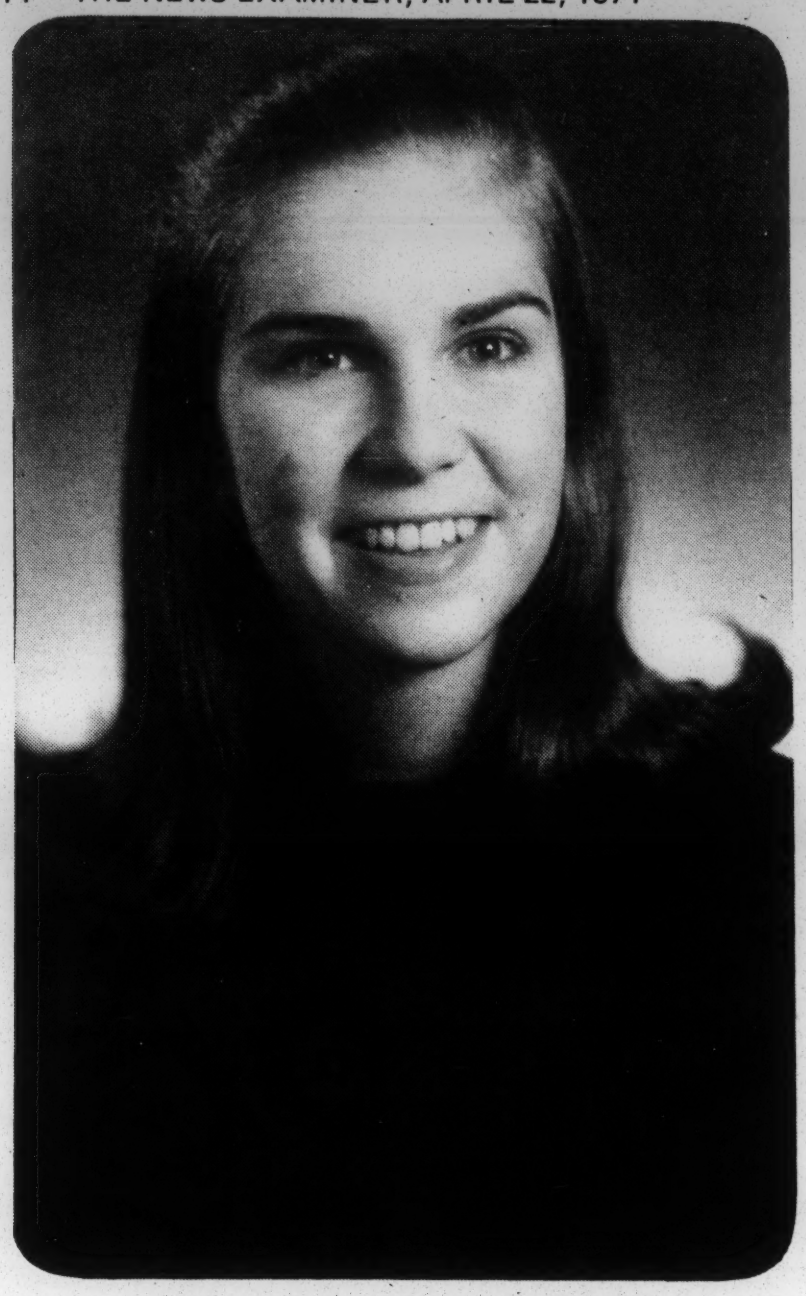


MISS NANCY CECILE CHAMPION

Miss Champion to wed Joseph B. Wetherington

Mr. and Mrs. James H. Champion of Tifton announce the engagement of their daughter, Nancy Cecile to Joseph Bailey Wetherington, son of Mr. and Mrs. Berry W. Wetherington Jr. of Tifton.

The bride-elect is the granddaughter of Mrs. O. C. Weston and the late O. C. Weston of El Paso, Texas. She graduated from Tift County High School, attended Abraham Baldwin Agricultural College and is currently attending the University of Georgia.

Mr. Wetherington is the grandson of Mrs. Berry W. Wetherington and the late B. W. Wetherington of Tifton. He graduated from Tift County High School and attended Oxford College. He is presently attending Emory University and plans to graduate in June.

The marriage will be solemnized June 12 in the Chapel of the First United Methodist Church of Tifton. Invitations are being mailed.

1st Assembly youth receive commendation

A special letter of commendation and congratulations has come to the youth of Tifton's First Assembly of God because the youth of the church raised and contributed to the Speed the Light Program of the Assemblies of God in the amount of $1,012.00 during the year of 1970. A beautiful plaque will be presented to the president of the youth group at the Georgia District Council of the Assemblies of God in Albany in May.

The Speed the Light Program of the Assemblies of God is a youth missionary arm of the church designed to purchase vehicles and radio equipment for missionaries on mission fields. During the year 1970 this arm assisted missionaries with 283 vehicles to be used on their field bringing the total over the 26 year span of the history of Speed of Light to 3,856 vehicles. During the year of 1970 alone, over 1 million dollars was raised for missions throughout the 9,000 churches.

School Menu

Monday – April 26

Chicken and noodles, peanut butter and jelly sandwiches, rutabagas, combination salad, corn bread, prunes, butter, milk.

Tuesday– April 27

Hamburger, green beans, tomato slices, buttered corn, grapefruit sections, milk.

Wednesday – April 28

Chicken pie, baby limas, celery sticks, congealed fruit salad, chewey peanut butter cookies, orange juice, milk.

Thursday – April 29

Sloppy Joes, buttered broccoli, apple and carrot salad, donuts, butter, milk.

Friday – April 30

Perch fillet, catsup, buttered potatoes, crispy cabbage salad, mixed vegetables, cornbread, butter, apple cobbler, milk.

L-R: Mrs. Berry Rigdon, Mrs. W. A. Hodges, Mrs. Carl Pittman Jr., Miss Ruth Britt, Mrs. J. L. Stephens and Mrs. Ben Bowen Sr.

Garden club members visit 43rd annual convention

The Tifton garden clubs were well represented at the 43rd annual convention of the Garden Club of Georgia meeting at Callaway Gardens April 13 through 15.

Those going from Tifton were Mrs. Ben Bowen, Sr. and Mrs. W. A. Hodges, representing the Council of Garden Clubs of Tifton, Mrs. Wm. Y. McLain and Mrs. Robert H. Jones (Camellia), Mrs. Carl Pittman, Jr. and Mrs. Darl Snyder (Azalea), Mrs. Berry Rigdon (Pine), Mrs. Bob Kennon amd Mrs. Paul Foolwood III (Gardenia), and Miss Ruth Britt and Mrs. J. L. Stephens (Tifton Garden Club).

The three days were filled with convention activities including excellent reports, interesting speakers, as well as tours of the gardens that were at their peak in spring blooms and foliage.

Those in charge of affairs reported that this was the greatest registration in the history of the Garden Clubs of Georgia.

During the Awards Banquet on Wednesday evening, Tifton was well represented when they received the top Council award and a silver trophy for outstanding work done by the Council this year. The Primrose Garden received third place in the Conservation category, and the Tifton Garden Club third place for its work in therapy for the past year.

The 44th Convention will be held in Macon with the Camellia District as host. Because this is the district of which the Tifton clubs are a part, delegates began this week looking forward to that event.

The garden club members returning say that each session was so exciting and the flower decorations at each event were "breath-taking".

Family Section

P. O. Box 947 — Dial 382-5400

Edited by: Melba Jean (Mrs. J. C.) McKinney

Sue Majeski elected AMCC state president

Sue Majeski, president of the Tift County High Allied Medical Careers Club, was elected State President for 1971-72 at the Thirteenth Annual Convention at Rock Eagle April 16-18. She is the daughter of Mr. and Mrs. Charles H. Majeski.

Elaine Dees, dauther of Mr. and Mrs. Thomas Dees, was Sue's campaign manager.

The club's scrapbook won second place in competition. Its theme was "Reach Out Your Hand."

Main speaker at the "Medical Live-In" convention was Mrs. Lillian Carter, mother of Governor Jimmy Carter, who told of her experiences as a member of the Peace Corps in India for two years.

David White, youthful Science Fair Sweepstakes Winner, was also one of the speakers. He showed slides and told of his original research done on Cancer Cell-Division.

There were 21 exhibits, films and discussion groups representing different medical careers running simultaneously.

Miss Lynette Wells represented Nursing at Grady Memorial Hospital and Miss Wylene Spradley, attending Georgia State, represented Physical Therapy. Both girls are from Tifton.

There were workshops for all youth and adult leaders in Parliamentary Law, Club Projects and Activities, Club Publicity, and Adult Leaders and Advisors. All workshop leaders were State officers. Mrs. Paul Lucas led the workshop on Adult Leaders and Advisors.

Fifteen students, one advisor and three chaperones attended from Tifton.

Personals

Sonny Strange, son of Mr. and Mrs. Walter G. Strange, was recently installed as secretary of Phi Kappa Tau Fraternity at Auburn Univeristy for the 1971-72 school year.

MRS. JAMES LESLIE

Primrose club hears Mrs. James Leslie

Guest speaker at the April meeting of the Primrose Garden Club was Mrs. James Leslie of Shellman who spoke on Bulbs. She gave a most informative talk and showed specimens of daffodils brought in a unique carry-all. Mrs. Leslie made a lovely arrangement of Bersheba daffodils with Arium Italicum which is greenery grown in California. Mrs. Ben Bowen introduced the speaker.

The meeting was held at the home of the president, Mrs. W. B. Johns, on the Moultrie Road. Mrs. Johns called the meeting to order and presided over the business session.

Welcomed as visitors were Mrs. T. E. Phillips Jr. and Mrs. Dewey Walters.

Appointing the dining room table was a bouquet of iris, dogwood and various bulb flowers from the garden of Mrs. Ben Bowen.

Members and guests were served delicious refreshments following the meeting.

RECEIVE GOOD LUCK GIFTS – "This group depicts only one of the monthly visits to the local Draft Board office made in the last two years by representatives of Tift County Post and Unit 21 American Legion and Auxiliary," said Mrs. Sylvia McMillian, Executive Secretary for the local Draft Board. "Many times the hour was 6:30 a.m. or whenever the boys being inducted into service for our country were scheduled to leave." This is a special project of Post and Unit 21 in which each boy being inducted is given a "Good Luck" envelope which contains useful items often not easily accessible when he reaches the Induction Center. These envelopes are assembled by Unit 21 Rehabilitation Chairman Mrs. Loy Morgan and her committee. The main purposes of this project are to express "care" and appreciation to each boy going to serve his country and wish him God's richest blessings and a safe return home at the end of his tour of duty. L-R: Mrs. Clyde Beggs, Auxiliary president, Mrs. Morgan, and boys being inducted, Mikie Whittington, Michael West, Jimmie V. Webb and Johnnie Brown Jr.

T. G. H. Auxiliary installs new officers

Installation services of the T.G.H. Auxiliary were held at Tift General Hospital on April 5 for new members of the Pink Ladies and Red Coats.

Mrs. Beth Norris, Vice-President of the Southwest District, opened the installation with the Auxilian Prayer.

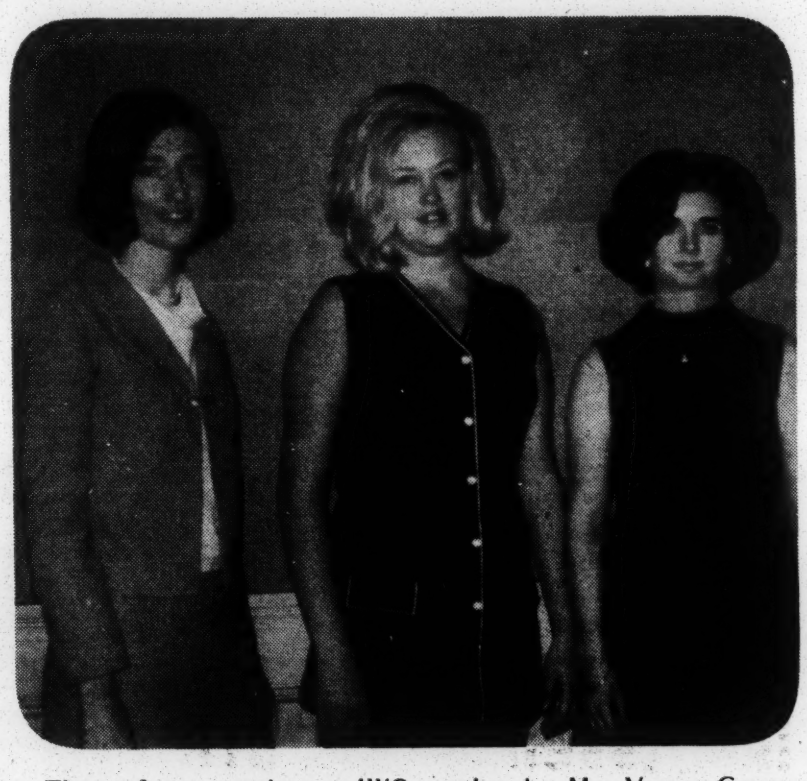
B. L. Southwell, Chairman of the Hospital Authority, installed all of the members.

Mrs. Myrtice Parker, President of the Council on Auxiliaries of the Georgia Hospital Association, installed the officers who are as follows:

Mrs. Ivy Hasty – President, Mrs. Mickey Goodwin – Vice-President, Mrs. Sylvia Taylor – Recording Secretary, Mrs. Lois Robertson – Corresponding Secretary, and Mrs. Evelyn Hasty – Treasurer.

Among those attending the installation services were Virgil Parker, Administrator of Tift General Hospital, and Mrs. Gail Brooks, Director of Volunteers.

Seated, l-r: Mrs. Hallman Hasty, Mrs. Carl Parker, State Auxiliary president; Mrs. Ralph Norris, District vice president; Standing: Mrs. Wayne Goodwin, Mrs. Lois Robertson, Mrs. Ray Taylor and Mrs. O. H. Hasty.



Three of new members at JWC meeting, l-r: Mrs. Vernon Googe, Mrs. Gary Adams, and Mrs. Danny Sterling.

New members welcomed at Junior Woman's Club

The Junior Woman's Club met at the Farmers Bank Camellia Room for their monthly meeting with President Ann Prince presiding. Pat Slack read the Collect.

It was announced that four departments won second place in District of the Federated Women's Clubs. They were Public Affairs, International Affairs, Conservation and Education.

Patricia Pittman was second place winner in the District sewing contest.

The Public Affiars Department was in charge of the program. Larry Marchant, Conference Planner for the Rural Development Center, spoke on the functions of RDC.

Four new members were initiated into the club: Kay Adams, Annette Googe, Beverly Sterling, and "Twinkle" Yates.

Nancy Fulp was welcomed as a transfer member.

Mrs. Florence Blumkin of New Rochelle, New York was a guest at the meeting. She is the mother of Wendy Eastman.

Refreshments of coffee and sweet rolls were served following the meeting.

Duplicate Bridge

Winners of last week's Duplicate Bridge Club were:

First place – Mrs. C. L McMullen and Mrs. Harry Huff; second – Lewis Underwood and Bill Tomme; third Mrs. Abbi Quinn and Mrs. Helen Shoquet both of Albany; fourth – Fran Harmon and Miss Innes, both of Valdosta; and fifth – Mrs. C. C. Perry and Mrs. Murray Marcus.

Walter Johnston speaks to Garden Gate Garden Club on "Drugs."

Mr. Johnston discusses drugs at Garden Gate club meeting

Walter Johnston, Director of the Coastal Plain Regional Library and a member of CODE-50, Tift County's Committee on Drug Education led an informative discussion on Drug Abuse at the April meeting of the Garden Gate Garden Club. The meeting was held at the home of Mrs. Horace Veal with Mrs. C. R. Gentry and Mrs. Ernest Bishop serving as co-hostesses.

Mr. Johnston showed a film which identified and explained the drugs' chemical names and their slang jargon. Education kits containing Marijuana, Heroin, all types of pills that are used as depressants and stimulants and the different types of syringes used by persons to insert drugs into their bodies were also shown. A chemical facsimile of Marijuana was burned so those present could become acquainted with the odor of its smoke. Mrs. O. R. Spradley introduced Mr. Johnston.

Mrs. Spradley, president, presided over the business session. Mrs. Frank Hogan reported on the newly organized Community Clubs Council in conjunction with SURGE and announced that it was to meet Tuesday, April 13, at 7:30 in the Rural Life Building at ABAC. The Garden Gate Garden Club is responsible for selecting the Garden and Beauty Spot of the month. Attractive new year-books were given members.

During the social hour delicious refreshments were served from a beautiful fully appointed table in the family room. Arrangements of mixed spring flowers accented with Easter bunnies were placed throughout the receiving rooms of the Veal home. Mrs. Cecil Bishop received the attendance gift.

BE&PW hold second prayer breakfast

The dining room of the Holiday Inn was setting for the second early morning Business and Professional Women's Club Prayer Breakfast.

The Rev. Charles Culberth of Sylvester First Methodist Church was guest speaker. Rev. Culberth inspired each one present with his inspirational devotional on prayer and love reading from Ephesians 4:1-7. He stressed that Jesus prayed about everything He faced and how important prayer should be in our daily life today.

Mrs. Gail Wyles, head bookkeeper for Kraft Homes and Mrs. Nell Wollard, Worth County Hospital official, accompanied Rev. Culberth to Tifton and gave their personal testimony which was most inspiring and uplifting.

Prior to the delicious breakfast the Rev. Raiford Archer gave the invocation after which the group sang "He Lives" led by Bobby Usury and accompanied at piano by Miss Susan Archer.

Mrs. Erie Archer and Mrs. Blanche Gregory, Civic Participation Chairman and Co-Chairman were in charge of this inspirational breakfast.

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Rituals held at sorority meet

At the regular monthly meeting of Beta Sigma Phi, held at the Camellia Room of the Farmers Bank, Mrs. David Willis was recipient of the lovely and inspiring Ritual of Jewels Degree which was given by President Mrs. Floyce Richards. Candlebearers were Mrs. Robert Wachholz and Mrs. Carlton Kirby. Mrs. Sam Thompson presented the new sister to the sorority.

Next was the impressive Pledge Ritual. Those receiving this ritual were Mrs. Danny Sterling, Mrs. John M. Davis and Mrs. L. E. Lucas Jr. Ushers were Mrs. Thompson and Mrs. Gene Branch.

During business discussion it was announced that several of the members had put out Easter Seal boxes in the downtown business district and in both shopping centers.

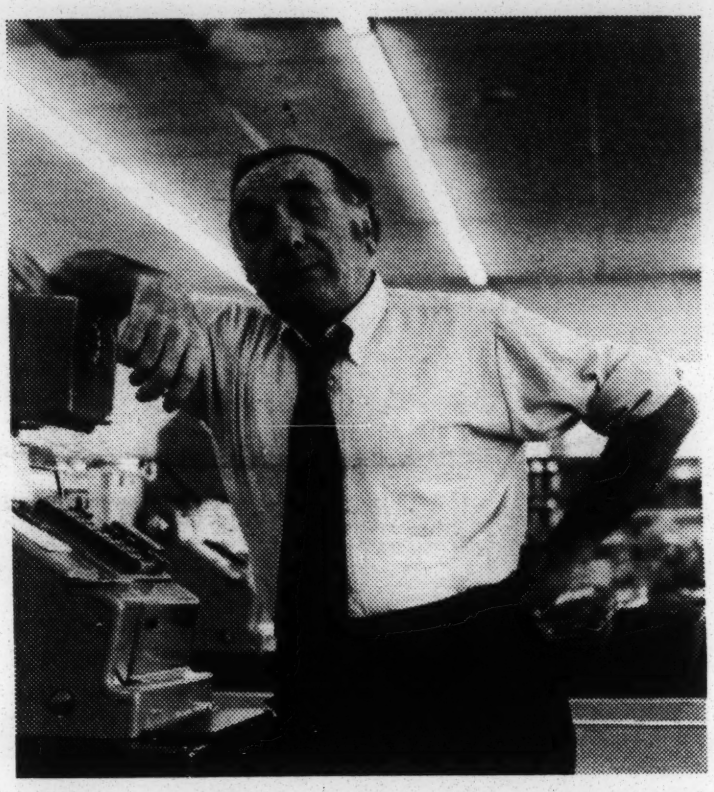
Also announced were plans for our annual Founders' Day Banquet to be held on May 1 at the Holiday Inn.

Election of officers for the coming year was held with the following results:

President – Mrs. H. E. Branch, Vice Presidnet – Mrs. Carlton Kirby, Corresponding Secretary – Mrs. A. L. McClellan, Recording Secretary – Mrs. Matthew Eastman, Treasurer – Mrs. Shell Hartley Jr. and Extension Officer – Mrs. Jim Nelson.

Highlight of the evening was Secret Sister unveiling. Each person enjoyed exchanging gifts an d finding out who their secret sister had been for the past year.

L-R: Mrs. Floyce Richards, Mrs. David Willis, Mrs. John M. Davis, Mrs. Danny Sterling and Mrs. L. E. Lucas Jr.



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Art Campbell

A RURAL DEVELOPMENT COLLOQUIUM

Rural Development Center
Tifton, Georgia

June 2, 1971

THEME: Direction to Action

Presiding:	Sam Nunn, President Georgia Planning Association
9:00 - 9:45	Registration
9:45 - 10:00	Welcome and Introductory Remarks S. E. Younts, Director Rural Development Center
10:00 - 10:30	National Goals and Priorities in the Development of Rural Areas John R. Price, Special Assistant to the President of the United States
10:30 - 10:45	Discussion
10:45 - 11:15	National Programs in Rural Development Henry L. Ahlgren, Deputy Under Secretary of Agriculture for Rural Development
11:15 - 11:30	Discussion
11:30 - 11:45	Goals for Georgia Program Sam Nunn
11:45 - 1:15	Lunch Presiding: Donald Wray, States Representative Coastal Plains Regional Commission Speaker: Charles W. Coss, Executive Director Coastal Plains Regional Commission

Afternoon

Presiding:	J. Clyde Driggers, President Abraham Baldwin Agricultural College
1:15 - 1:45	Implications for Agriculture William P. Flatt, Director Agriculture Experiment Stations College of Agriculture University of Georgia

1:45 - 2:15	Implications for the Marketing and Processing of Agricultural Products Joseph H. Marshall Director of Research Gold Kist	
2:15 - 2:45	Implications for Forestry Allyn H. Herrick, Dean School of Forest Resources University of Georgia	
2:45 - 3:00	Break	
3:00 - 3:30	Implications for Human Resource Development Daniel W. Sturt, Director National Rural Manpower Service United States Department of Labor	
3:30 - 4:00	Implications for Community Development William J. Kimball Professor and Extension Leader Community Resource Development Michigan State University	
4:00 -	Summation Henry W. Garren Dean and Coordinator College of Agriculture University of Georgia	

Colloquium Sponsored By:

Coastal Plains Regional Commission

Rural Development Center

Georgia State Rural Development Committee

Return to:
Rural Development Colloquium
Rural Development Center
Tifton, Georgia 31794

A RURAL DEVELOPMENT COLLOQUIUM

Rural Development Center
Tifton, Georgia

June 2, 1971

PRE-REGISTRATION FORM

Mr.
Mrs.
Miss _____
(name - please print or type)

_____
(street address)

_____
(city) (state) (zip)

REGISTRATION: (make check payable to the Rural Development Center).

Fee - $3.00 per person, includes luncheon

HOUSING: (make your own reservations, motel listings enclosed)

A LIST OF MOTELS READILY ACCESSIBLE TO

THE RURAL DEVELOPMENT CENTER

TIFTON, GEORGIA

Davis Brothers Motor Lodge
Phone 382-7210
I-75 and 8th Street
(About 1 mile from R.D.C.)

Holiday Inn of America
Phone 382-6687 (Stays full - make reservations well in advance if possible)
I-75 and U. S. 82 West
(About 2 miles from R.D.C.)

Howard Johnson's Motor Lodge
Phone 382-2650
I-75 and U. S. 41 North
(Across street from R.D.C.)

Lankford Manor
Phone 382-9172
Love Avenue - across street from First Baptist Church - near downtown area
(About 3 miles from R.D.C.)

Quality Courts Motel
Phone 382-1221
I-75 and U. S. 82 - Albany Highway
Across Interstate from Holiday Inn
(about 2 miles from R.D.C.)

Town Terrace Motel (Van Gundys)
Phone 382-4466
12th Street - U. S. Highway 41 North
(About 2 1/2 miles from R.D.C.)

Travelodge of Tifton
Phone 382-0280
I-75 and 2nd Street
(About 1 1/2 miles from R.D.C.)

NOTE:

All motels listed have a restaurant on their property or adjoining property. All motels also are conveniently located to the R.D.C. None are more than five minutes driving time.

"DIRECTION TO ACTION"

A Rural Development Colloquium

The Rural Development Center

Tifton, Georgia June 2, 1971

PROGRAM

JUNE 2, 1971

Theme: "Direction To Action"

Presiding: Sam Nunn

9:00 - 9:45	Registration
9:45 - 10:00	WELCOME AND INTRODUCTORY REMARKS - S. E. Younts
10:00 - 10:30	"POPULATION MOVEMENTS AND THEIR EFFECT UPON RURAL AREAS AND SMALL TOWNS" - Calvin Beale
10:30 - 10:45	Discussion
10:45 - 11:15	"NATIONAL PROGRAMS IN RURAL DEVELOPMENT" - Henry L. Ahlgren
11:15 - 11:30	Discussion
11:30 - 11:45	"GOALS FOR GEORGIA PROGRAM" - Sam Nunn
11:45 - 1:15	Lunch
	Presiding: Donald Wray
	Speaker: Charles W. Coss

AFTERNOON

Presiding: J. Clyde Driggers

1:15 - 1:45	"IMPLICATIONS FOR AGRICULTURE" - William P. Flatt
1:45 - 2:15	"IMPLICATIONS FOR THE MARKETING AND PROCESSING OF AGRICULTURAL PRODUCTS" - Joseph H. Marshall
2:15 - 2:45	"IMPLICATIONS FOR FORESTRY" - Allyn M. Herrick
2:45 - 3:00	Break
3:00 - 3:30	"IMPLICATIONS FOR HUMAN RESOURCE DEVELOPMENT" - Daniel W. Sturt
3:30 - 4:00	"IMPLICATIONS FOR COMMUNITY DEVELOPMENT" - William J. Kimball
	Summation - Henry W. Garren

Who's Who

Henry L. Ahlgren, Deputy Under Secretary of Agriculture for Rural Development

Calvin Beale, Leader, Population Studies Group, U.S. Department of Agriculture

Charles W. Coss, Executive Director, Coastal Plains Regional Commission

J. Clyde Driggers, President, Abraham Baldwin Agricultural College

William P. Flatt, Director, Agricultural Experiment Stations, College of Agriculture, University of Georgia

Henry W. Garren, Dean and Coordinator, College of Agriculture, University of Georgia

Allyn M. Herrick, Dean, School of Forest Resources, University of Georgia

William J. Kimball, Professor and Extension Leader, Community Resource Development, Michigan State University

Joseph H. Marshall, Director of Research, Gold Kist, Inc.

Sam Nunn, President, Georgia Planning Association

Daniel W. Sturt, Director, National Rural Manpower Service, U. S. Department of Labor

Donald Wray, State Representative, Coastal Plains Regional Commission

S. E. Younts, Director, Rural Development Center

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Georgia Rural Development Committee

Rural Development Center

This Colloquium is made possible through a grant from the
COASTAL PLAINS REGIONAL COMMISSION

GRANTS FOR PREPARATION OF COMPREHENSIVE AREA PLANS FOR WATER AND SEWER SYSTEMS

The Farmers Home Administration may make grants to public bodies for the preparation of comprehensive area plans for water and sewer systems in rural areas.

Eligibility:

Organizations eligible for comprehensive planning grants include public bodies such as counties and townships, also state,regional and local planning commissions. To be eligible an organization must:

1. Lack the resources to immediately finance the planning.
2. Be as broadly-based and representative of the interests of the rural area as it can be under state statutes.
3. Have a proposal for comprehensive planning that is supported by local officials and private and public agencies interested in the development of water and sewer facilities in the area concerned.
4. Have the authority to prepare official comprehensive plans for the development of water or sewer systems in rural areas.

Use of Grant Funds:

Comprehensive planning grant funds may be used for:

1. Technical and professional services obtained through contract.
2. Salaries of technical, professional and clerical assistants employed specifically to work on the plan, also pertinent administrative costs.
3. Necessary test wells and soil and water investigations. The funds cannot be used for the complete development of wells.

Area to be Covered by Plan:

The rural area to be included in a plan may be an extensive area in open country as well as towns and villages with populations of 5,500 people or less. The area may include an entire county or several counties, or areas which form a logical geographic or economic section of a state.

The Plan:

The plan should encourage efficient and orderly development of rural communities by assembling information needed to avoid overlapping, duplication, under-design or over-design of community water and sewer facilities that may be constructed in the area. The plan should include the existing situation as well as projections of such factors as: population distribution, economic strength of local agriculture, industry and business, natural resources, land-use patterns, local or public facilities such as schools and roads, and other items which affect community development.

The plan must take into account the existing plans of public agencies and private interests for the development of the area. The plan will describe the present and potential water and sewer needs of each segment of the area covered by the plan.

Applications:

Organizations may apply for grant assistance at the Farmers Home Administration county office serving the area in which the organization is located.

U. S. Department of Agriculture
Farmers Home Administration

April 1966
Washington, D. C. 20250

Rural Housing

AN OPEN LETTER CONCERNING RURAL SLUM HOUSING

May, 1969

Howard R. Grumpelt, Ph. D.
Chairman of the Housing Committee
Kent-Queen Anne-Talbot Area Council
Federal Building
Centreville, Maryland

National Rural Housing Conference
Working Paper #5

May 12, 1969

AN OPEN LETTER CONCERNING RURAL SLUM HOUSING

Slum housing in rural areas is probably far worse than it is in our cities. Some of the most impoverished slum housing in Maryland, and perhaps in the country, exists on the Eastern Shore of Maryland. The only governmental agency that currently has the authority and flexibility to have a significant effect on rural slum housing is the Farmers Home Administration. However, because of a very limited number of staff and meager funds for home mortgages, the impact of the Farmers Home Administration is at present almost nil. Something needs to be done.

On March 11, 1969, a meeting was held in Washington to explore this issue. The following named people and groups were represented: the boards and staff of the Kent-Queen Anne-Talbot Area Council, the Area Council, the Dorchester Community Development Corporation and Shore-Up, Inc., the Talbot Action Group, the Dorchester League of Women Voters, Mr. Philip Campbell, Under-secretary of Agriculture, Mr. James Smith, (National) Director of the Farmers Home Administration, and Congressman Rogers C. B. Morton, Senator Joseph Tydings and Senator Charles Mathias. Congressman Morton aided in making arrangements for the meeting.

I would like to try to summarize the presentation that was made by Mrs. William R. Hopkins, representing the poor, Mr. Samuel F. M. Adkins, representing local builders, Mrs. Edward E. Colledge, representing the Dorchester League of Women Voters, and myself, Dr. Howard R. Grumpelt, representing the Kent-Queen Anne-Talbot Area Council. I have added a few facts in support of some of the statements which were made at the meeting.

1. Local banks are charging between 7 1/2% and 8% interest rates on home mortgages and rates are rising 1/4 of a percentage point a month. Poor people cannot afford to pay these rates and applications for home loans have decreased severly. The uninformed might think that the Federal Housing Authority could be of major value; however, this agency was developed primarily to aid cities. It is not able to have more than a minor effect in rural areas because it requires adhering to regulations which most rural areas would not be able to meet for several years (e. g., building, plumbing, electrical codes, plus a housing authority).

2. The Farmers Home Administration (FmHA) has both the authority and flexibility to have a very significant impact on rural slum housing. They can a) grant loans with interest rates as low as 1% depending on how poor a family is, b) check

credit and job stability records of applicants and c) supervise construction to insure that a home is well built. The FmHA has had little success in stimulating rental housing because it is unable to make outright grants of funds. However, it can very significantly stimulate house construction for family ownership. Unfortunately, on the whole of the Eastern Shore the Farmers Home Administration has processed only 365 home mortgage loans since July of 1967, resulting in an average of 24.3 home loans in each county per year. This is hardly keeping up with the rate of home deterioration. The Farmers Home Administration does not have the staff (10, including secretaries, for the whole Shore) nor the loan funds to have an impact.

3. Currently many poor people must wait between nine months and a year in order to procure a loan from the Farmers Home Administration. Poor people generally require more aid than others in developing an application. In addition, a number of builders would like to construct large numbers of low-cost homes at once and sell after construction. This would cut costs to buyers but builders cannot tie up huge sums for long periods of time. The FmHA, the major rural creditor for the poor at present, cannot process loans rapidly enough to allow builders to work in this manner.

4. The Eastern Shore of Maryland needs help desperately. We

have a rising population, a high percentage of poor people, and housing on the Shore is miserable. Consider the following facts:

a. Between 1950 and 1965 the population of the Shore increased 15.2% (from 177,267 to 208, 970 - Md. Dept. Health Publication).

b. Median Income of families in 1960 was $3,992 compared to $6,309 for Maryland and $5,660 for the U. S. as a whole. The Shore is 36.7% below Maryland and 29.5% below the U. S. in median family income.

c. While family income has undoubtedly risen since 1960, one indicator suggests that we are falling further behind the rest of the state. According to a 1966 Sales Management Survey, between 1959 and 1965 there was a 24.8% increase in effective buying income per household for the Shore. However, for Maryland as a whole there was a 36.4% increase.

d. The Shore had a high percentage of people employed for less than 26 weeks per year (24.2%), a high rate of unemployment (7.6% vs. 4.8% and 5.2% for Maryland and the U. S.) and our non-white unemployment was especially large (average rate of 14.2% vs. 9.5% for Maryland and 8.7% for the U. S.) as of 1960.

e. 27.3% of homes on the Shore were considered dilapidated or deteriorating in 1960, whereas for Maryland and the U. S. as a whole the comparable figures were 13.9% and 18.8%. In addition, on the Shore 30.4% of homes had no toilets, whereas only 7.1% in Maryland and 10.2% for the U. S. lacked this facility.

In other words, we have an increasing population with a high proportion of poor families who live in wretched slum housing. The need for relief seems monumental.

5. Unless otherwise indicated, the above statistics were derived from the 1960 U. S. Census Report. Unfortunately, no more recent and reliable data is available; however, we believe that problems in housing have deepened, not diminished. One report analyzing the situation on a national level supports this view. A semi-annual survey of U. S. housing just published by Advance Mortgage Corporation concluded that the housing shortage is now the worst it has been in 20 years. For instance, an inventory of completed houses for sale at the end of 1968 showed 42,000 compared with 94,000 at year-end of 1965. Problems are compounded by a 30% increase in household formation and the fact that the home buyer today will "pay 25% more in monthly payments for the

same house as a year ago," due to price, interest, tax and insurance increases. If these figures are accurate, it appears that the problem is getting worse all the time. We know families that have temporarily broken up because only a single room could be found at a reasonable rent. Some family members have to live elsewhere.

6. We understand that the Congress must establish priorities concerning how funds are spent. We feel that people on the Shore and in rural areas throughout the country consider housing to be one of the highest priorities. We have attended a number of open meetings at which angry people have come forth to complain about housing. At our local level there are few issues that people are more concerned about. And yet frustration mounts as few concrete gains are seen.

7. One grossly unfair aspect of current U. S. laws is that a middle or upper income person can pay high interest rates and then deduct this interest from the amount of his income for tax purposes. On $30,000 of borrowed money at 8% interest, a $15,000 a year man with a wife and child will save, at a very minimum, $487, on his federal tax of $2,483 (assuming standard deduction), effectively reducing his interest rate to 6.7%. The poor person who has a more diminutive loan and who is paying a small income tax will save little, if anything at all, by paying interest. Richer people get

a helping hand, the poor do not.

8. While the above analysis suggests that the Eastern Shore of Maryland desperately needs help, help which could be provided by an increase of staff and loan funds from the FmHA, it does not indicate the positive influences which could accrue from this help. These influences can be briefly described.

a. Most FmHA home mortgages are used by individuals to purchase a home of their own. For the poor this leads to increased pride and greater investment in their communities.

b. City government officials relate that migration to cities, especially by the poor, compounds problems that exist in urban environs. If more adequate housing was available in rural areas, fewer rural people would move to cities.

c. State and local governments are strongly in need of additional revenues. By increasing home ownership, revenues to these groups will be enhanced.

d. The cost to the federal government of making a tremendous impact on rural slum housing is minimal because most of the funds used by FmHA are in the form of federally insured notes for loans which are purchased by banks and commercial credit houses. In addition, the poor have been excellent risks.

Of 590 rural housing loans currently outstanding to the Farmers Home Administration from the Shore, all but 22 are up-to-date with their repayments.

e. Finally, although some areas of the country are economically overstimulated, the Eastern Shore is not. Median incomes are low on the Shore and jobs are continually being lost as farmers turn to the use of more mechanized equipment. We have estimated that an addition $54,000,000 could come to the Shore over the next five years if the FmHA could substantially increase their ability to process home loans.

9. We believe that the problems in housing which we have outlined are not peculiar to the Eastern Shore. We believe that if appropriate studies were undertaken, it would be found that most of rural America is suffering from the same difficulties. Must rural areas be neglected?

10. Finally, we turn to some possible ways of resolving our difficulties. We believe that the Farmers Home Administration is at present having little influence on rural slum housing. This agency in 1962 took on vast new responsibilities by becoming involved with home mortgages for a large portion of the rural population. However, it is one of the few federal agencies that has not increased its local staff in over

22 years. In 1946 we had 10 people employed in local FmHA offices on the Eastern Shore of Maryland. Today we have 10, exactly the same number. The following alternatives could each aid in resolving our problems:

a. Increase the allotment of funds for staff and for the processing of mortgages. At least three times the current staff at local levels is required for the FmHA to be capable of significantly reducing slum housing (one secretary, one bookkeeper, one loan writer, two inspector-appraisers and one supervisor per office). This would seem to be the simplest and most equitable solution to the problem.

b. Allow state agencies and volunteer groups to aid FmHA offices. The law presently prohibits much aid for most of the important work in processing loans. (Recently in New Jersey, the State paid staff to work on home loans in FmHA offices but it was ruled that this was not allowed under present law.) In addition to changing the law, a program should be developed to train volunteer groups for some of the slightly complicated aspects of FmHA functioning. We currently have volunteer groups who are willing to provide some help, but they would need training

National Rural Housing Conference
Airlie House, Warrenton, Virginia
June 9-12, 1969
Background Paper # 9

ECONOMIC DEVELOPMENT OF RURAL AREAS

GROWTH CENTERS CONCEPT -- HOAX OR PROMISE?

Dr. W. Nelson Peach
University of Oklahoma

ECONOMIC DEVELOPMENT OF RURAL AREAS

GROWTH CENTERS CONCEPT -- HOAX OR PROMISE?

The people will live on.
The learning and blundering people will live on.
They will be tricked and sold and again sold
And go back to the nourishing earth for rootholds,
The people so peculiar in renewal and comeback,
You can't laugh off their capacity to take it.
The mammoth rests between his cyclonic dramas.[1]

In a real sense it is a devastating reflection of our national goals that we advertised to the world that we had discovered the secrets of the atom a quarter of a century before we discovered poverty in the United States. The awful truth is that at the meetings of the Chambers of Commerce, the DAR and thousands of other patriotic and super-patriotic gatherings we are prone to boast of our accomplishments and only reluctantly admit the existence of 30 millions of people living in poverty. And all too often, in this land of affluence, poverty is attributed to indolence or sin, or both.

Herein lies the answer to the question posed in the title of this paper. Whether growth centers outside our central cities will be a promise or a hoax depends essentially on our attitudes. No responsible person seriously doubts our ability to develop growth centers outside our metropolitan dung heaps if we wish to do so. Surely a nation about to put a man on the moon can develop growth centers if it so desires. Surely a nation about to squander a hundred billion dollars or more on a worthless ABM system has the resources to develop growth centers, if it wishes.[2]

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[1] *Complete Poems*, Carl Sandburg, New York, Harcourt, Brace and Company, 1950, p. 615.

[2] The current appropriation request is for a few billions only, but we can have confidence in the Pentagon to increase this to more "reasonable"cost levels.

It might be too great a shock to our national character to suggest that a program of growth centers be financed by diverting part of the funds we now spend on cat food, dog food, or bird food and supplies, or part of the funds now spent at beauty parlors to develop all manner of outlandish hairdos and wigs, or part of the funds now spent on such approved activities as the billions spent advertising cosmetics, soap, cigarettes, and living bras. It would perhaps be more unthinkable to suggest that we devote the cost of a few more planes or a battleship or a few more surplus hydrogen bombs to such a doubtful undertaking. Nor apparently can we afford the slighest slowdown of our feverish activity in the fields of chemical and biological warfare. The Pentgon, its contractors, and a growing number of academic prostitutes foul the air with their incessent barrage of propaganda to the effect that these things are all necessary to save us from communism.

The corollary is that less essential activities--the ghettos, our polluted air and water, and other problems--must wait--perhaps another century. This is where we stand with respect to growth centers. There is polite agreement that they offer some hope of relieving part of the growing pressures in our ghettos but the development, financing and implementing a program of growth centers does not foot up to a token program--up to the present.

Most Americans agree that a broad program of rebuilding our major cities is long overdue. One could also compile a rather long list of isolated efforts to do something in this area. There have also been some solid achievements. But there is no vigorous national movement which promises to get the program off the ground. Despite our programs to date, it is fair to state that the problem has been getting worse, rather than better. Indeed, if we treated the Pentagon with the same fiscal generosity we have shown toward our major city programs, it is doubtful if the Pentagon could mount a successful invasion of

Anguilla. Our program to date might appropriately be labeled the half per cent approach, meaning that we are appropriating perhaps half a per cent of the funds needed. To make our major cities livable by the end of the present century will cost trillions of dollars. Projections of our national economy indicate that we can well afford such costs, if we place them high enough on our list of priorities.

Data on Housing of the Poor

It is also a reflection of our lack of interest in the problem that data on rural housing is scarce. Once a decade in connection with the population census required by the Constitution a few questions are asked about housing conditions, their age, their bath facilities, the existence or lack of hot and cold running water, and a few other items. When the Census proposes to add a question or two, there is always an angry outburst to the effect that this is an invasion of privacy. For example, it had been proposed that Census takers ask in 1970 if a bath is shared with others.

In a daring display of statesmanship 120 Congressmen recently joined to co-sponsor a bill that will limit mandatory Census questions in 1970 to six questions: name, age, sex, race, marital status, and relation to the head of the household. Census questions have been mandatory since 1790. Persons who are prosecuted and convicted of refusing to answer Census questions are subject to a possible fine of $100 and six months in jail. It is worthy of note that since 1790 two persons have been convicted, both in 1960. They were each fined $100.[3]

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[3] See *The Washington Post*, April 2, 1969, p. A2. A decision was made later at the White House level that the Census Bureau should proceed to have the necessary 150 million forms printed in order to be able to meet the April 1, 1970 deadline. *Ibid.*, April 8, 1969, p. A9. A few days later it was announced that questions relating to the adequacy of kitchen and bathroom facilities had been reworded. *Ibid.* May 18, 1969 p. A14.

A record of this type can hardly be called an epidemic. So far as I am aware, there are no cases on record where an individual has given information to a Census taker and demonstrated that this information on the individual was ever revealed.

What, then, is the basis for the opposition of these self-appointed protectors of the nation's morals and privacy to questions proposed by the Bureau of the Census? My suspicion is that it is fear that national, state, and local totals might so shock the nation's conscience that we might be forced to do something to alleviate the condition. It may be recalled that there was vigorous opposition to Census questions relating to income during the past several decades. The opposition had a point. Income data collected during the past three Censuses (supplemented by sample data during intercensal years) have documented beyond any reasonable doubt the existence of mass poverty in this affluent nation. The result has been that we have a poverty program, whatever its shortcomings.

We do not have data on the number of rural homes that have been abondoned during the past couple of decades. But, for many of our poorer areas it may be suggested that the number of abandoned houses far exceeds the number of new houses built in these areas. One arrives at this tentative conclusion by observation, rather than by actual count.

We have detailed information on each professional baseball player in the United States. We know how many times he has played a part in getting an opponent out, how many times he has been at bat, how many times he has struck out, been safe at first, second and third, and how many home runs he has hit. We have similar information on every professional sport, some of it running back many decades or a century. We have warehouses full of this kind of trivia and it continues to accumulate at an almost alarming rate. The reason we have it is

that there is a market for it. The reason we have such scant information on housing in rural poverty areas is the lack of a market for it, and our reluctance to develop one.

Desmond Morris, in his bestseller entitled *The Naked Ape* (New York, Dell Publishing Company, 1967, p. 119), makes the point that we have designed our zoos much like our cities. I would like to suggest that the similarity not be interpreted too literally. Without presuming to be an authority on zoos, it seems fair to note that they are much better designed and maintained than our central cities. Generally, zoo inhabitants have clean air, clean water, and adequate food. The Society for the Prevention of Cruelty to Animals would not tolerate for one day the conditions that prevail in our typical ghetto. One is tempted to make the observation that *The Naked Ape* enjoys no counterpart to the SPCA. There have been no press reports of riots protesting intolerable living conditions among zoo inhabitants, such as those becoming an increasingly favorite pastime among their Naked Ape descendants.

If we are seriously searching for a 10 year goal and program for rural housing, we might set our sights on raising the housing levels for humans at least up to the standards currently enjoyed by our ancestral apes.

Profile of a Model County*

The fad these days is to speak of model cities, cities that have solved their major problems, and something to be imitated by others. Examples are difficult to find. I wish to provide a brief profile of a model rural county, not in the sense of something to be imitated,but rather as representative or typical of hundreds of rural counties in poverty areas around the nation. The particular county we will describe is in the Ozarks area, and has officially been designated as a poverty area, a title for which it has qualifications in

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*This is a discussion of conditions in an actual county. The name of the county has been deliberately omited. Data on which the comments are mainly based are presented in tables in the Appendix.

abundance. The county is as amply endowed in its own way as the latest sex symbol is in her way.

Population poured into our model county between 1907 and 1920, and total population more than doubled. But the county never recovered from the post World War I depression, and net out migration began during the 1920s. Some, who had migrated, returned to the farm during the depressed 1930s and population reached a peak in 1940. Since then more than half the people living in the county have migrated elsewhere, in the largely vain hope of finding a better living. Population in 1960 was less than it was half a century earlier.

Our model county suffers from an excess of the very young who have not yet entered the labor force, from an excess of the aged who have retired from the labor force, and from a below average participation in the labor force by those in the age group 18 to 64. For example, in 1930 only 3.6 per cent of the total population was in the age group 65 and over. This had risen to 15.6 per cent by 1960.

More than 90 percent of the population of our model county is white, supplemented with a sprinkling of negroes and Indians. Among the 25 years of age and over group, less than four per cent has received four years or more of college training.

The number of persons employed in our model county declined 50 per cent between 1940 and 1960. Agriculture had been the principal source of employment and as late as 1930 accounted for more than half of all jobs. Thirty years later agricultural employment had declined 80 per cent. Although the land in farms doubled during this period, the number of farms was cut in half. There were about as many autos in the county in 1930 as there were three decades later, but the number of trucks increased sevenfold and the number of tractors increased a hundredfold.

increased a hundredfold.

Mechanization and the increased size of farms pushed the bulk of the farm population out of the county or into two other traditionally low paying industries -- retail trade and service. Those who insisted on remaining on the farm found the going tough. In 1959 the average value of farm products sold per farm was only $2,000 and more than 90 per cent of the total came from the sale of livestock and livestock products. Most farm operators in our model county are forced to supplement their income by working off the farm. In a recent year more than half the total number of farm operators in the county received more income from nonfarm sources than from the sale of farm products. Mineral production, except for the sale of small amounts of sand and gravel, is not important. Manufacturing is virtually nonexistent.

In 1959 there were 2,437 families in our model county. Two out of three of these families received incomes of less than $3,000 -- the widely accepted poverty level of income. Five out of six families had incomes under $5,000. Only four families in the county had incomes of $15,000 to $24,999. The number of families with incomes of $25,000 or more was too small to be reported.

Government welfare payments and government employment account for more than half the total of all personal income in our model county. Income from government is more important than all the farm income and private nonfarm income. For persons interested in these kinds of statistics, the county has become more than one half socialist.

Housing conditions in our model county reflect these low incomes. The number of housing units declined 30 per cent between 1940 and 1960. Almost two thirds of the housing units do not have a flush toilet, bathtub or a shower. Almost half the housing units have no piped water available. In the 1960 census about half the housing units were rated sound; the other

half were in the categories: deteriorating or dilapidated.

In a recent year (1964) there were no daily newspapers in the county, although there was one weekly. There were no radio or TV stations. More than 85 per cent of the 1,000 miles of highways were unpaved.

Another quote from Carl Sandburg comes to mind:

> "I'm holding my own,"
> said more than one pioneer.
> "I didn't have anything
> when I landed here
> and I ain't got anything now
> but I got some hope left.
> I ain't lost hope yet.
> I'm a wanter and a hoper."[4]

One wonders how many of the people in our model county have much hope left.

Rural America During the 1970s

What, then, can be done to improve living conditions in rural America during the next decade? First, I think substantial progress can be made in a decade but I doubt that a problem that has been half a century in the making is likely to be solved in such a short period of time.

It seems that a realistic program can be divided into two parts. One is improvement of existing towns and cities. The other is the construction of new towns and cities. We will discuss improvements in existing towns and cities first.

I think it is a mistake to concentrate on a housing program to the exclusion, or relegation to a minor role, of other essential programs. During the past half century most of the people in rural America have migrated to our cities in the hope of finding better jobs. Thousands of once prosperous small towns that served our farming areas have dried up because our farm population has shrunk. I have seen a cow performing its

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[4]Carl Sandburg, *op. cit.*, p. 486

natural functions in an abandoned bank building, possibly on the same spot where a stern banker once decided which applicant secured a loan and which one was refused. No conscious effort was made to provide decent jobs for our uprooted farm population.

Recently, a businessman, contemplating the construction of a plant in a small city near our model county, was forced to abandon the project, because, he said, the labor force was functionally illiterate. What he meant was that as a group the education of the potential workers was so poor that they could not be trained for jobs in a modern plant.

If we are to work toward improved living conditions in our small towns and cities, I think we must work simultaneously on three fronts: (1) an improvement in the physical appearance (housing, parks, playgrounds, school, streets, sewer systems, water supply, etc.), (2) improved education at the grade school and high school level, and vocational training, and (3) providing incentives (bribes) to induce businessmen to locate plants in our small towns and cities.

Within many small towns there is growing concern about the future, and this includes the power elite in many instances. In one small city in the Ozarks, a gentleman who happens to own a department store, a feed store, a grocery store, a car agency, a truck agency, (and sundry other enterprises) has been financing a number of inhabitants to enable them to get started in the chicken farm business. As he puts it, every time one of them makes a living, he is a customer at his department store, his grocery store, his feed store, and he may buy an auto.

I suggest that one, or a small number of small towns be selected for immediate improvement. The town might be selected because the bulk of its citizens show a genuine interest in improvement. There are many such towns. With

relatively little effort and relatively small expense, existing houses can be repaired and painted. In many small towns it almost seems that none of the houses has been painted in the postwar II period. Hot and cold water can be provided, as needed. A bath can be installed. The infrastructure can be raised to acceptable standards--streets, sewers, the public water supply, etc.

While this is going on, the educational system can be improved. Teachers might be provided an incentive to return to the classroom as pupils for a year or two. Part of the incentive might be that their salaries could be continued while they attend school, and their regular annual salary can be raised when they return to their usual place of employment. New courses can be added to the curriculum. Vocational schools can be started or improved. The goal here is to prepare as large a percentage of the population as possible for productive employment in a modern plant.

As the town's physical appearance and educational system improves, it becomes eligible for a wide variety of modern plants. The head of one of the nation's largest firms in selecting plant sites has made the significant observation that 80 per cent of the plants built during the past quarter of a century could have been located almost anywhere. The traditional close connection between the location of physical resources (coal, iron, and other minerals) and plant location is no longer a deciding factor in most instances. If one is tempted to doubt that statement, he need only look at what has happened to the largely destroyed economy of Japan since 1945. Importing most of her coal, iron, and petroleum (frequently from half way around the world) she has become one of the top four producers of goods and services in the world. She has been able to do this mainly because her most valuable resource--her people--has been trained to work in modern industry.

What Japan has demonstrated is that any area of the world--however poorly endowed with physical resources--can attain a decent standard of living if its people are prepared for work in modern industry. What has happened in Japan can happen in rural America if we wish it and if we are prepared to take the necessary steps. We can't do it with miserable housing and inadequate schools.

If we are to induce businessmen to locate plants in our smaller towns and cities--i.e. those that have taken the trouble to prepare for industry,--one of the basic requirements is an efficient, low cost transportation system--by air, land, or water--as the case may be. In many cases this may involve only the construction of a modern highway that connects to an existing, nearby modern highway. In many other cases, the city is already located adjacent to a modern highway. Tax inducements of various types can also be offered, provided care is taken to assure that benefits go to legitimate firms--not to low paying, fly by night organizations.

I suggest that if a few of our smaller towns are revitalized in the manner just outlined, word will spread rapidly throughout the land. The cost of such a program will be relatively small, especially when compared with the benefits. It should be regarded as an investment in human resources and their environment--an investment that is almost certain to pay high and continuing dividends. Viewed narrowly as a business proposition, according to accepted principles of private enterprise, the process of converting a stagnant, miserable small community, with low incomes and a big dose of welfare money into a healthy, prosperous, expanding community makes good sense. To the statesman or politician, it means a reduction in welfare payments and an increase in taxes. The increased taxes will amount to about 25 per cent of the increase in income. (Even the Pentagon should be happy about

such a development, as they stand to receive the bulk of the increased taxes, if we continue past policies). To the businessman improved incomes in rural areas mean new markets for billions of dollars of goods and services.

A program of building new towns and cities within a radius of up to 100 to 150 miles of major cities offers genuine prospects for relieving the congestion of our large cities. I refer to the design of new cities with a built-in maxium population of, let us say, 150,000, something akin to the new towns being built around London, England. Technical problems of designing such cities are minor. Architects, planners, sociologists and others are prepared to design any given number of them, if the attitude and adequate financing become available. To provide residents of new cities with the advantages of the large city, but without the principal disadvantages, will require modern transportation facilities from the new city to the large city--typically a modern highway, or possibly an airport. An essential element in such new towns and cities will be adequate provision for integrated housing. Incentives to private business to induce them to locate plants in new towns and cities will also be required.

These two programs--modernizing of existing small towns and cities, and the building of entirely new towns and cities--offer real hope for relieving some of the congestion in our major cities. There is no reason to think they can't be successful, if we want them to be.

APPENDIX

The information in the following tables relates to the *Profile of a Model County*. Most of the tables appeared first in a series of small volumes on 17 counties in the Ozarks area entitled: *Human and Material Resources of ------County*, by W.N. Peach and R.W.Poolex. The volumes were published by the Technology Use Studies Center, Southeastern State College, Durant, Oklahoma, 1966. The Center was established under a contract with the National Aeronautics and Space Administration.

The general source for Tables 1 through 5 and Table 8 is the U.S. Census of Population for the indicated years; for Tables 6 and 7 is the U.S. Census of Agriculture for the indicated years; for Tables 9 and 10 is U.S. Census of Housing for the indicated years. More detailed source citations are available in the publications cited above.

Note: Components may not add to total because of rounding.

TABLE 1

POPULATION, BY CENSUS YEAR, 1907-1960

Year		Population	Per Cent Change Over Previous Census
1907	(Statehood)	8,295	- - -
1910		10,118	22.0
1920		17,514	73.1
1930		14,744	-15.8
1940		19,466	32.0
1950		12,001	-38.3
1960		9,088	-24.3

TABLE 2

PER CENT DISTRIBUTION OF POPULATION,
BY AGE GROUP, BY DECADE, 1930-1960

Age Groups	1930	1940	1950	1960
Under 15 years	38.6	36.0	32.3	29.2
15-24	20.8	18.8	14.8	11.7
25-34	13.1	14.4	10.4	7.8
35-44	10.0	11.2	12.8	10.1
45-54	8.4	8.4	11.0	12.9
55-64	5.5	6.1	8.9	12.8
65 and over	3.6	5.1	10.1	15.6
Total	100.0	100.0	100.0	100.0

TABLE 3

RACIAL COMPOSITION OF THE POPULATION, BY SEX, BY DECADE, 1930-1960

Year and Race	Total	Male	Female	Per Cent of Total Population
1930				
Total Population	14,744	7,688	7,056	100.0
White	13,101	6,874	6,227	88.9
Nonwhite	1,643	814	829	---
Negro	363	183	180	2.5
Other	1,280	631	649	8.7
1940				
Total Population	19,466	10,110	9,356	100.0
White	17,933	9,348	8,585	92.1
Nonwhite	1,533	762	771	---
Negro	470	237	233	2.4
Other	1,063	525	538	5.5
1950				
Total Population	12,001	6,174	5,827	100.0
White	11,065	5,709	5,356	92.2
Nonwhite	936	465	471	---
Negro	264	132	132	2.2
Other	672	333	339	5.6
1960				
Total Population	9,088	4,531	4,557	100.0
White	8,334	4,150	4,184	91.7
Nonwhite	754	381	373	---
Negro	180	92	88	2.0
Indian	573	288	285	6.3
Japanese	---	---	---	---
Chinese	---	---	---	---
Filipino	---	---	---	---
Other	1	1	---	#

Note: The U.S. Bureau of the Census defines "nonwhite" as consisting of such races as the Negro, Indian, Japanese, Chinese, Filipino, Korean, Asian Indian, and Malayan races.

#Less than 0.05 per cent

TABLE 4

YEARS OF SCHOOL COMPLETED BY PERSONS 25 YEARS OLD AND OVER, 1940, 1950, AND 1960

Years of School Completed	Male			Female			Total		
	1940	1950	1960	1940	1950	1960	1940	1950	1960
No School Years Completed	258	205	117	143	105	98	401	310	215
Elementary:									
1 to 4 years	1,121	705	527	800	525	417	1,921	1,230	944
5 or 6 years	970	535	409	866	625	396	1,836	1,160	805
7 or 8 years	1,480	930	842	1,339	885	869	2,819	1,815	1,711
High School:									
1 to 3 years	347	320	277	430	380	399	777	700	676
4 years	222	240	234	240	285	334	462	525	568
College:									
1 to 3 years	130	125	97	165	145	149	295	270	246
4 years or more	94	65	104	94	100	107	188	165	211
Not Reporting	48	50	---	30	35	---	78	85	---
TOTAL	4,670	3,175	2,607	4,107	3,085	2,769	8,777	6,260	5,376
Median School Years Completed	6.9	7.3	8.0	7.3	7.8	8.3	7.1	7.6	8.2

TABLE 5

EMPLOYMENT BY OCCUPATION, 1940, 1950, AND 1960

Occupation Group	1940	1950	1960
Agricultural	2,375	1,604	429
Nonagricultural	1,915	1,850	1,756
Professional, Technical, and Kindred Workers	270	257	201
Managers, Officials, and Proprietors (Except Farm)	278	266	205
Clerical and Kindred Workers, Sales Workers	235	241	303
Craftsmen, Foremen, and Kindred Workers	230	207	236
Operatives and Kindred Workers	256	308	253
Private Household Workers	111	64	80
Service Workers, Except Private Household	135	164	207
Laborers, Except Farm and Mine	400	343	271
Occupations Not Reported	49	27	52
Total	4,339	3,481	2,237

TABLE 6

NUMBER OF FARMS, LAND IN FARMS, AVERAGE SIZE OF FARMS, VALUE OF LAND AND BUILDINGS, SELECTED YEARS, 1925-1959

Year	Number of Farms	Land in Farms (Thousands of Acres)	Average Size (Acres)	Value of Land and Buildings (Average per Farm)
1925	2,252	197	87.5	$ 1,552
1930	1,783	200	112.1	1,423
1935	2,253	225	100.0	763
1940	1,919	248	129.0	968
1945	1,560	284	182.3	1,747
1950	1,563	343	219.6	3,086
1954	1,223	329	268.8	5,155
1959	977	396	405.6	10,279

TABLE 7

OFF-FARM WORK OF FARM OPERATORS,
1949, 1954, AND 1959

	1949	1954	1959
Number of Farms	1,563*	1,207	1,003
Farm Operators Reporting Working Off Their Farms	722	623	542
Working Off Their Farms 100 Days or More	442	478	391
Farm Operators with Other Income of Family Exceeding Value of Farm Products Sold	878	669	587

* This figure is for 1950.

TABLE 8

NUMBER OF FAMILIES AND PERSONS IN MODEL COUNTY, BY SIZE OF INCOME, 1959

Family Income, 1959	Number of Families
Under $1,000	492
$1,000 - $1,999	736
$2,000 - $2,999	382
$3,000 - $3,999	277
$4,000 - $4,999	200
$5,000 - $5,999	72
$6,000 - $6,999	92
$7,000 - $7,999	50
$8,000 - $8,999	48
$9,000 - $9,999	17
$10,000 - $14,999	67
$15,000 - $24,999	4
$25,000 and over	---
All Families	2,437
Median income families	1,987

TABLE 9

SELECTED HOUSING FACILITIES:
TOILET, BATHING, AND WATER SUPPLY,
BY DECADE, 1940-1960

Item	1940	1950	1960
Toilet Facilities:			
Flush Toilet, Exclusive Use	229	508	1,364
Flush Toilet, Shared	55	47	9
Other Toilet Facilities or None	4,427	3,189	2,160
Not Reported	87	21	---
Bathing Facilities:			
Bathtub or Shower, Exclusive Use	233	531	1,344
Bathtub or Shower, Shared	61	58	13
No Bathtub or Shower	4,401	3,120	2,176
Not Reported	103	56	---
Water Supply:			
Hot and Cold Piped Water Inside Structure	---	480	1,327
Only Cold Piped Water Inside Structure	424	365	492
Piped Water Outside Structure	251	141	66
No Piped Water	4,042	2,760	1,648
Not Reported	81	19	---

TABLE 10

CONDITION OF HOUSING UNITS, 1950 AND 1960

1950		
Not dilapidated		2,528
With private toilet and bath and hot running water	369	
With private toilet and bath and only cold water	52	
With running water, lacking private toilet or bath	325	
No running water	1,782	
Dilapidated		1,120
With private toilet and bath and hot running water	8	
Lacking hot water, private toilet, and bath	1,112	
Condition or plumbing facilities not reported		117
All dwelling units		3,765

1960		
Sound		1,770
With all plumbing facilities	901	
Lacking only hot water	44	
Lacking other plumbing facilities	825	
Deteriorating		1,134
With all plumbing facilities	254	
Lacking only hot water	36	
Lacking other plumbing facilities	844	
Sound and deteriorating*		2,904
Dilapidated		629
All dwelling units		3,533

*The categories "sound" and "deteriorating" in 1960 are equivalent to "not dilapidated" in 1950.

rural housing

NEED AND NON-RESPONSE

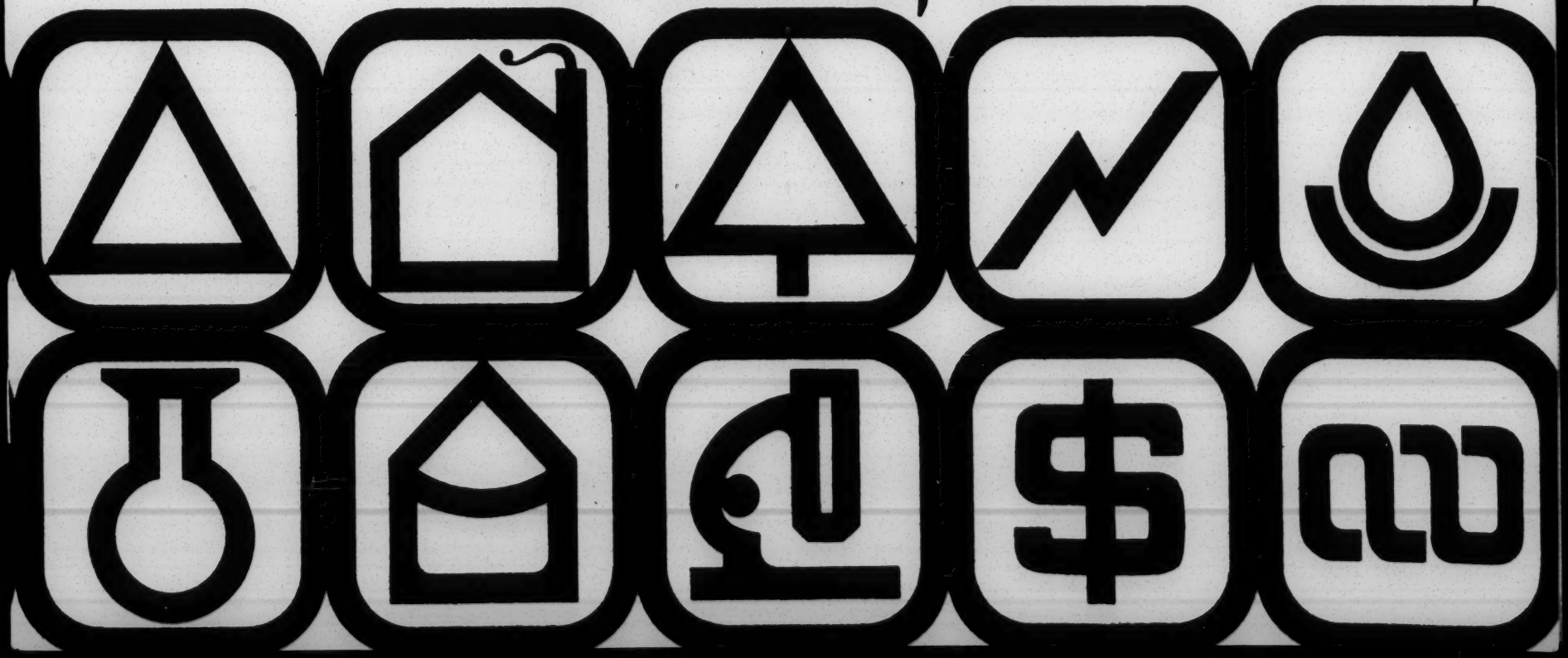
GEORGE W. RUCKER
research director
Rural Housing Alliance

(REPRINTED -- IN SLIGHTLY ABRIDGED VERSION -- MARCH, 1970)

EXTENSION SERVICE · U.S. DEPARTMENT OF AGRICULTURE · PA-963

9-70

Rural Development: How USDA Helps



FOREWORD

The purpose of rural development is to create job opportunities, community services, a better quality of living, and an improved social and physical environment in the small cities, towns, villages and farm communities in Rural America. It is hoped that the migration of people to the great metropolitan centers can not only be stemmed, but reversed.

Rural Development is not a new agency of government. Built on local initiative, it is a movement which encourages local citizens to identify their problems, their assets and their needs and then encourages them to develop action programs which would both improve the environment and expand the opportunities for productive employment.

The U.S. Department of Agriculture offers educational, organizational and financial assistance which may not be available locally. This booklet is intended to outline that assistance.

The agencies of this Department urge you to contact their local representatives for more information.

Clifford M. Hardin

Clifford M. Hardin
Secretary of Agriculture

SEE THESE PAGES to find which agencies of the U.S. Department of Agriculture offer the kind of assistance you need for rural development . . .

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Cooperative Extension Service	5
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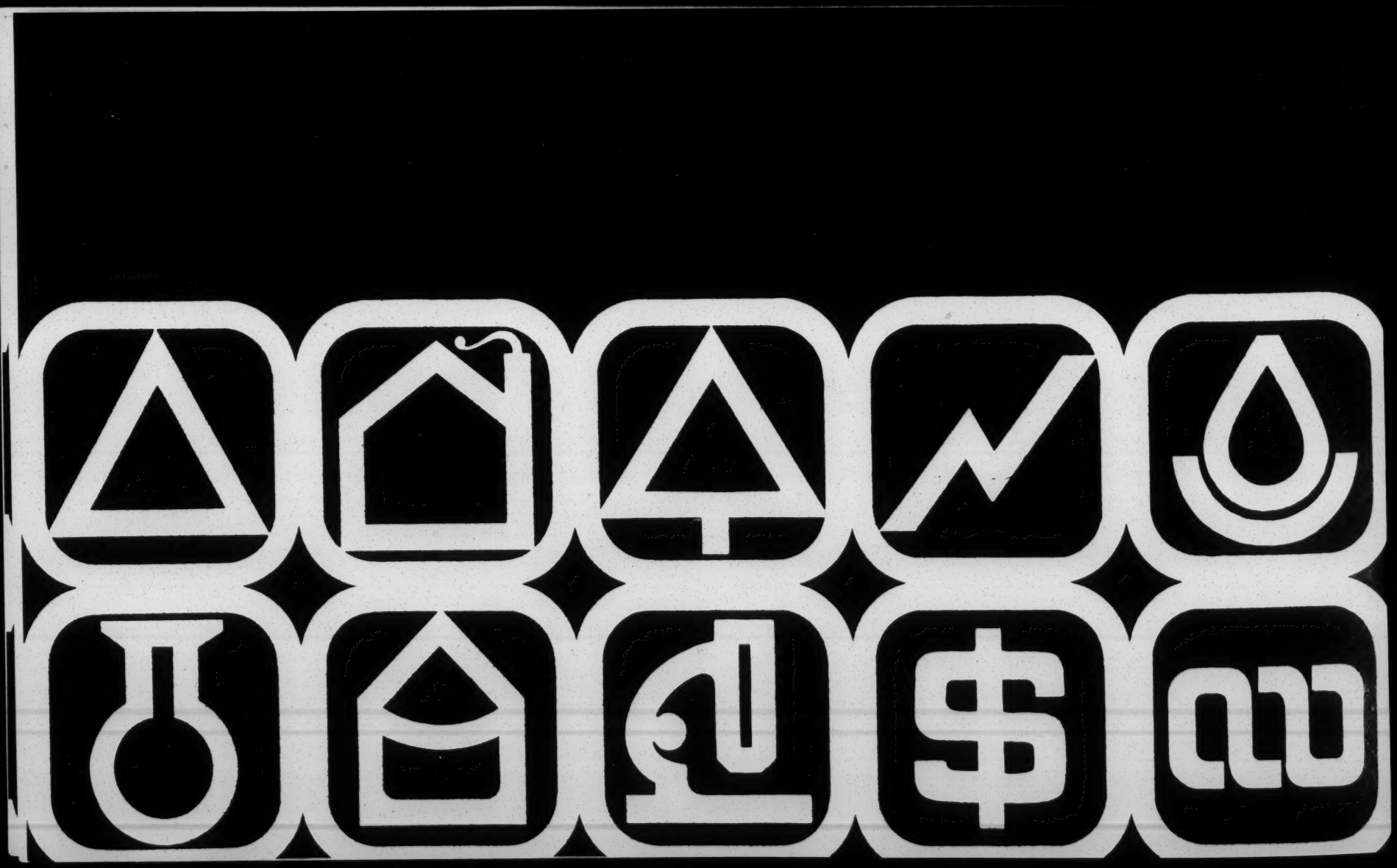

COOPERATIVE EXTENSION SERVICE

The Extension Service conducts educational programs to stimulate rural development activities. These are conducted for groups, individuals, and personnel of public and private agencies interested in developing the economic, social and cultural livability of their community.

These programs are designed to stimulate interest among local leaders and to develop understanding so that the principle of rural development may be effectively applied.

Cooperative Extension:

* Conducts **educational programs** to help rural development leaders recognize opportunities, analyze problems, evaluate alternatives, set priorities, and organize to achieve goals.

* Trains leaders to learn about and use government and private **services and resources** for development.

* Assists other government agencies involved in planning and development activities.

* Makes available professionals from the land-grant universities to assist local groups.

* **Assists local groups** in evaluating progress toward locally identified goals and reporting this to the community.

FARMERS HOME ADMINISTRATION

The Farmers Home Administration is USDA's rural credit agency, providing loans and grants to individuals, groups and communities to finance a broad spectrum of programs contributing to rural development.

More than $1.6 billion was invested in rural America by the Farmers Home Administration in fiscal 1970. Except for a few million in grant funds, all of this will be repaid with interest. In 1971, more than $2.1 billion is expected to be invested in the agency's programs.

Loans are made only to individuals and groups unable to obtain credit elsewhere, and only in communities of not larger than 5,500 population.

Highlights of the **Farmers Home** program are:

* **Rural housing loans.** More than 61,500 families obtained new or improved housing last year as a record $587.9 million was advanced, over 98 percent provided by private investors on an insured basis. Nearly 300,000 people are included in the families served.

* **Water and waste disposal systems.** Almost four million rural residents have benefitted from installation of modern facilities in the countryside and small communities under this program. About 4,000 communities have participated in one or both of these loans.

* **Economic opportunity loans.** These low-interest loans are made to low-income farmers and other rural citizens to improve the borrower's farming capability or to enable him to develop or expand a small business or service. Cooperatives serving low-income people also are eligible.

* **Farmer program loans.** Farm ownership loans, to finance or refinance mortgages on property, and operating loans, to provide funds for feed, seed, fertilizer and other farm expenses, support the family farm concept.

* **Emergency loans.** Emergency loans at low interest are made in designated disaster areas.

Other loan programs of the Farmers Home Administration include those to construct housing for farm laborers, to develop rural homebuilding sites and to build self-help housing units. Watershed improvement loans, including projects for flood control, soil conservation and recreation, also are available.

Farmers Home Administration provides counsel and technical advice on rural development projects through 1,700 county offices and 41 state offices serving America's 3,000 counties.

FOREST SERVICE

Forest Service programs, all related to forest resources, have an important and direct effect on Rural Development.

The National Forest System contains 186 million acres of working lands which provide 25 percent of the timber processed by the wood-using industries, generating hundreds of millions of dollars in payrolls and work for thousands of people in rural communities.

The **Forest Service** provides:

* Training and work experience to help upgrade the skills of rural youth and adults through the Neighborhood Youth Corps, Work Study and Work Experience programs, Operation Mainstream, and Manpower and Training Act Programs.

* **Research** that contributes to new and expanded industries for rural communities.

* To **State Foresters** in all 50 States, programs that result in new industries, income and jobs.

* **Cooperation with other agencies** in resource management, planning, and economic development.

* **Economic and feasibility studies** and technical assistance, actively seeking out development opportunities for local communities.

RURAL ELECTRIFICATION ADMINISTRATION

The primary role of the Rural Electrification Administration in rural development is to provide financial and technical assistance for the development of electric and telephone facilities in rural areas.

REA assists the more than 1,900 rural electric and telephone systems it finances in efforts that contribute to the growth and development of the areas they serve.

Participating with other local organizations **REA** borrowers:

* **Assist in** the organization of local corporations to develop and finance businesses and industries.
* **Develop brochures** and other materials describing area resources.
* **Survey** available labor supplies and sponsor manpower training programs.
* **Determine housing needs.**
* **Locate technical and financial assistance** for businesses and industry interested in expansion and new locations.
* **Contribute to the planning of recreational projects,** health facilities and housing and community facilities.

REA supports borrowers' efforts by cooperating with other groups on the national level in providing guidance and direction to the rural development program of the U.S. Department of Agriculture.

The Soil Conservation Service gives technical assistance to individuals, groups, and local and State governments to help improve the use of land and water resources.

It works through local conservation districts, which cover 99 percent of the Nation's farms and ranches. Land users receive onsite assistance from district soil conservationists who last year helped land owners and operators prepare 80,829 new conservation plans and revise almost 38,000 existing plans.

The **Soil Conservation Service:**

* **Administers the Great Plains Conservation Program,** an intensified, long-range program for farmers and ranchers in a large area of high winds, uncertain rainfall, and climatic extremes.

* **Supports watershed protection and flood prevention** projects with financial and technical help. These projects assist an area's economy, provide dependable water supplies for farmers and small town residents and give flood protection.

* **Assists** local citizens to develop and carry out **multicounty resource conservation and development projects** to improve the area's economy, social conditions, health and education facilities, and use of natural resources.

* **Provides technical assistance to** landowners to establish outdoor recreation areas, and stimulates cities, counties, and States to develop public recreation.

* Administers the **National Cooperative Soil Survey,** makes snow surveys, issues water supply forecasts, and heads the USDA National Inventory of Soil and Water Conservation Needs (CNI).

SOIL CONSERVATION SERVICE

AGRICULTURAL RESEARCH SERVICE

The Agricultural Research Service contributes to rural development by providing scientific support for the programs of Department of Agriculture action agencies.

The new plant varieties, improved animal breeds, and other innovations that flow from research laboratories have bolstered the economics of thousands of rural communities. Although most of the research contribution to rural development is indirect, a part of the ARS program is aimed specifically at improving incomes and living conditions in rural communities.

Agricultural Research Service:

* **Publishes information** on maintaining a balanced diet with inexpensive food, including techniques of gardening and food preservation.

* **Designs** moderately-priced rural housing for low-income families.

* **Helps** communities develop new industries. For example, ARS scientists are finding ways to develop commercial rosin derivatives from ponderosa pine stumpage in Arizona and New Mexico, and establishing community canneries for locally grown vegetables.

* **Develops marketing facilities** in rural areas, to stimulate efficient marketing of farm commodities in areas where they are produced.

The Agricultural Stabilization and Conservation Service, with offices in each State and 2,800 counties, administers programs designed to stabilize the Nation's agricultural economy, conserve farm resources, protect food and feed reserves, and aid in defense.

ASCS operates programs to balance supply and demand of certain farm products, through production adjustments, price support loans, purchases and payments, and management of stocks of commodities acquired under its programs.

Such programs contribute to rural economic progress and stability. They are carried out through farmer committees appointed at State, and elected at county and community levels.

Through the **Agricultural Conservation Program,** the Federal Government shares about half (more, for low-income farmers) of the cost of conservation practices which reduce pollution from agricultural resources, protect the soil, permit more efficient use of land and water, benefit wildlife, beautify the countryside, and retain open space.

* **ACP special projects** assist communitywide attacks on special conservation problems affecting both rural and urban areas.

* The **Cropland Adjustment Program** encourages farmers to take acreage out of production under long term contracts, offering them incentives to share their land facilities with town and city people.

* The **Cropland Conversion Program,** on a test basis, has encouraged conversion from low-income crop production to other income-producing uses such as grass, trees, recreational, and wildlife developments.

AGRICULTURAL STABILIZATION AND CONSERVATION SERVICE

The Cooperative State Research Service administers Federal grants for research in agriculture, agricultural marketing and rural life, and for cooperative forestry research and other needed research facilities.

Funds are made available to State Agricultural Experiment Stations and other qualified institutions of higher learning in the 50 States and Puerto Rico.

The technical staff reviews research, proposed and in progress, and advises and assists in planning and coordinating the research among the States and between the States and the U.S. Department of Agriculture.

Research findings, translated into action programs, contribute to rural development through improved jobs and opportunities, improved income both farm and non-farm, and improved community institutions and services.

Some examples of current research include:

* **Growth opportunities** through comprehensive development of recreational resources, including zoning best suited for recreation, residential, and industrial development.

* **Economic analysis** of the market structure of the commercial fishing industry.

Requests for information and needed research may be made to the director of any State Agricultural Experiment Station or to the Administrator of the Service.

COOPERATIVE STATE
RESEARCH SERVICE

ECONOMIC RESEARCH SERVICE

Economic Research Service provides economic information to the public, Government agencies, and the Congress. Data and information are prepared and used to analyze specific problems. These studies evaluate the consequences of alternative courses of action for solving many problems.

ERS often provides economic appraisals useful for improving programs of other USDA agencies.

It also does research and provides related special services to other Federal agencies.

The Economic Research Service:

* **Studies rural people** and their communities to learn how to improve incomes and the quality of living.

* **Studies changes** in composition and migration of the rural population.

* **Develops data** on the size and structure of the farm labor force, the sources and distribution of incomes of rural people and the effects of alternative programs to improve incomes and levels of living of the poorest families.

* **Determines** the availability of community services and how to help local governments improve those services.

Members of the ERS field research staff serve as consultants to State economic development committees.

Through cooperative work with universities, ERS supplies results of studies to Cooperative Extension Service specialists.

FARMER COOPERATIVE SERVICE

Farmer Cooperative Service helps rural-based cooperatives through research, giving technical advice on specific problems, and providing general information.

Cooperative business enterprises implement rural development by providing jobs, generating income, adding to the tax base, and helping farmers increase their incomes by marketing and buying more effectively. They also help to train and develop community and area civic leaders.

Specific FCS programs geared to the needs and goals of cooperatives include:

* **Feasibility Studies.** Staff specialists go into an area to determine if a new service proposed for a cooperative or a new cooperative is likely to succeed.

* **Technical Assistance.** Staff specialists work closely with rural leaders, cooperative groups, and other agencies and institutions to provide help needed. One of its most valuable services is informing local groups on where they can go for advice and assistance.

* **Demonstration Program.** Farmer Cooperative Service has a contract with the North Carolina Rural Fund for Development. This makes possible one man's services for on-the-scene daily assistance to a new cooperative.

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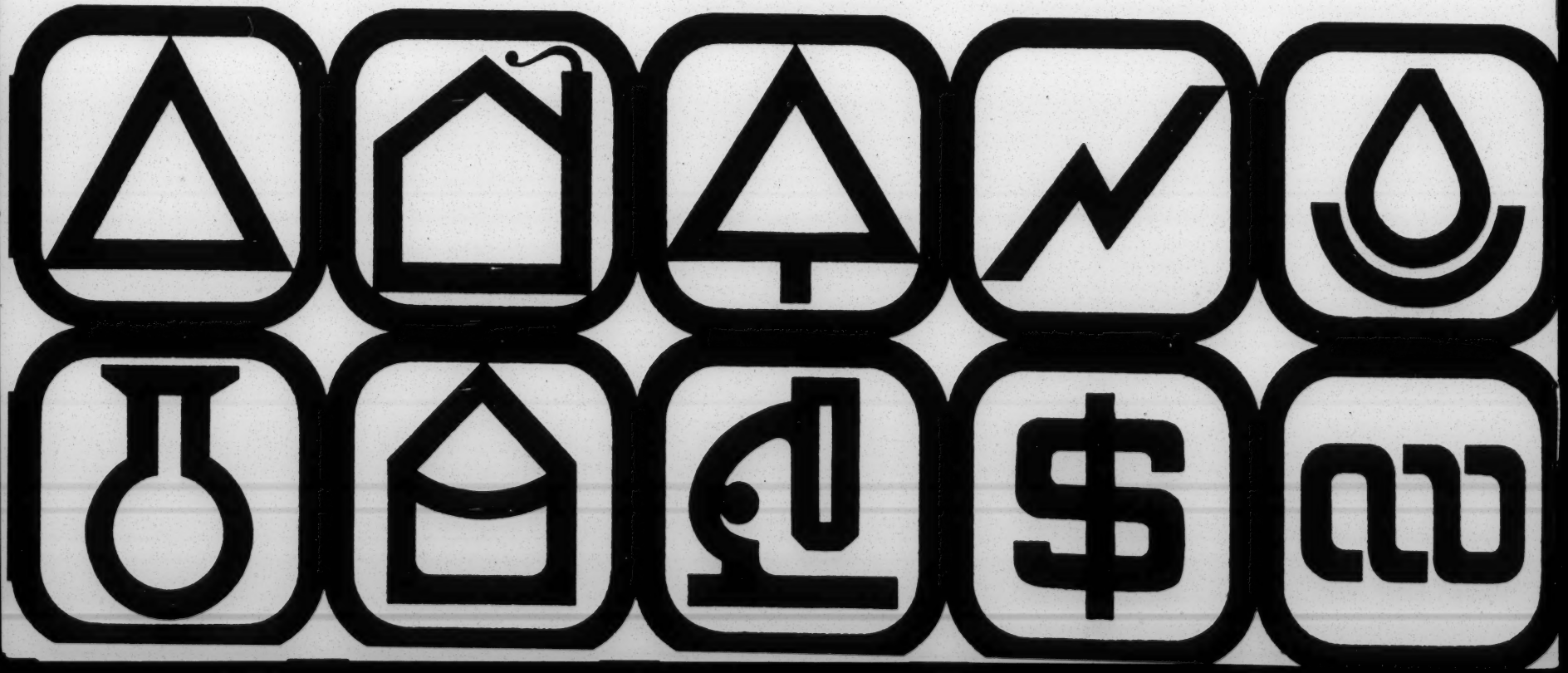
Issued September 1970



October 1971

United States Department of Agriculture
Washington, D. C.

SUMMARY OF SELECTED PLANNING AIDS

This statement describes briefly the technical and financial assistance provided by agencies of the U. S. Department of Agriculture in support of State and local planning programs. Agencies of the Department referred to are the Farmers Home Administration, Soil Conservation Service, Forest Service, Agricultural Stabilization and Conservation Service and Economic Research Service. Certain programs of State Cooperative Extension Services and Agricultural Experiment Stations also are described.

AREA WATER AND SEWER PLANNING: As of June 30, 1971, Farmers Home Administration had approved 1,635 grants totaling $19,516,000 for areawide comprehensive water and sewer plans. Such plans are made on a county, multicounty, regional or Statewide basis. County or State agencies are the usual recipients, although grants may also be made to substate regional agencies that are public bodies. Eleven States and Puerto Rico received grants for Statewide planning. Seventy-seven regional planning agencies, with a total of 406 counties, also received grants. In the grants made through June 30, 1971, 2,285 counties in 47 States and Puerto Rico were included. Two million dollars was appropriated for the program in FY 1972, which began July 1, 1971.

(Contact: State and County Farmers Home Administration Offices)

PLANNING AIDS OF THE SOIL CONSERVATION SERVICE: The Soil Conservation Service operates a national soil and water conservation program through locally organized and managed Soil and Water Conservation Districts. These Districts (generally coterminous with counties) use SCS technical aid to improve conservation and land use on farms and other individual land holdings and to support community-wide resource planning and development.

SCS consultant services to local planning agency officials are rising sharply. In fiscal 1971, basic data was provided locally in connection with the preparation or revision of some 9,500 comprehensive land use plans. Specialized programs of SCS include:

-- National Cooperative Soil Survey: Surveys measuring the suitability of different kinds of soil for various purposes have been completed on about 811 million acres. The data obtained is of direct use in local planning programs.

-- Resource Conservation and Development Projects: Ninety-eight of these multicounty projects, which include 624 counties and cover 373 million acres in 48 States and the Carribean area, now have been authorized. The Department of Agriculture assists local RC&D sponsoring agencies in developing and carrying out conservation plans to improve economic opportunities in the project area.

-- Watershed Development: SCS also is assisting local groups in 1,634 small watershed areas to develop plans for land treatment and structural measures for flood prevention, irrigation, drainage, public recreation and municipal and industrial water supplies.

-- River Basin Surveys: SCS provides technical assistance in cooperation with other agencies to survey large watersheds and waterways as a basis for development. In 1972 the agency will participate in 62 such river basin surveys.

(Contact: Soil Conservation Service State Conservationists and Local Soil and Water Conservation Districts)

COMMUNITY EXTENSION WORK: Cooperative Extension Services of the Land Grant (State) Universities and Colleges provide education, organizational assistance and specialized technical assistance in support of local planning and development programs. Each State Extension Service staff has a program leader in community resource development whose responsibility includes assisting State and local planning agencies. District and county Extension staffs work directly with county and multi-county agencies and organizations to establish planning agencies, implement planning programs and conduct community educational programs on various planning issues. Local Extension personnel also help planning agencies obtain specialized technical assistance from Land Grant Universities.

(Contact: State Directors of Cooperative Extension Services and Local County Agents)

FOREST AREAS: The Forest Service and cooperating State forestry agencies directly support programs of State and local planning agencies. Assistance provided includes resource inventories; feasibility studies for forest-based enterprises; direct technical forestry assistance to individual woodland owners, loggers, processors, associations and communities; multiple use plans (including resource use, open space, recreation, environment and natural beauty). A total of 750 U. S. counties contain National Forest land, and 1,400 additional counties have large acreage of other public and private forest land.

(Contact: Forest Service Regional and Area Offices, National Forest Supervisors and State Foresters)

AERIAL PHOTOGRAPHS: Aerial photographs obtained by the Agricultural Stabilization and Conservation Service for crop adjustment programs are also useful to local planning bodies. Photographs in the agency's files now cover about 80 percent of the nation's land area, not including Alaska. They accurately represent ground features, such as roads, streams, trees, buildings and fence lines. These photos, which also cover most towns and major portions of metropolitan areas, are used extensively by State and local governments in setting boundaries, locating roads, reservoirs and drainage structures and for many other planning uses. They are available at cost to public agencies and the general public.

(Contact: County Agricultural Stabilization and Conservation Services Offices)

RESEARCH BASED DATA: Some Economic Research Service reports and studies can be helpful to planners having a need for specialized information, for example: tabulations and summaries of underemployment by county, annual surveys of the hired farm work force, economic analysis of particular areas, case studies of local industrialization projects and of local government consolidation, and studies of major economic adjustment problems of farm and other rural people. A monthly checklist of these and similar ERS reports is available on request.

(Contact: Division of Information, Office of Management Services, Department of Agriculture, Washington, D. C.)

State Agricultural Experiment Stations also conduct research on a wide variety of subjects related to the social, economic and physical development of rural communities, with particular emphasis on those in the State where the station is located. Stations operate research programs concerned with natural resource use, human resource development, community organization and services, and other fields of inquiry of interest to planners. Their personnel also are available in some cases to provide advice and counsel to planners in connection with specialized local problems.

(Contact: Director of the Agricultural Experiment Station of the State where the planner is working. In general, Stations are in the same location as the Agricultural College of the State University.)

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Ralph R. Widner — ex — ARC Div.

A → RURAL DEVELOPMENT

employment

→ taxing jurisdiction

coship — full time talent

→ Dev. jurisdiction created in context of different kind of economy

public/private services

County → rel. services & subdivision

Mobilization of private capital

coal/heavy metals

Joint Government Strategy

Geo Tourism — Wash. DC

Politics

pol. jurisdiction

influence investment

American Institute of Planners, 917 15th Street, NW, Washington, DC 20005

aip newsletter

January 1972 Volume 7 Number 1

licensing and registration: an issue that won't go away

by Robert C. Einsweiler
First Vice President of AIP

The issue of whether or not to license or register planners has been a controversial, and even divisive, one for nearly two decades. In the past 10 years, two states have initiated licensing or registration (New Jersey and Michigan).

AIP has, on several occasions, attempted to come to some sort of national posture on this issue during that time. AIP moved from a relatively neutral position when the issue was not of great concern to planners generally to a position in opposition of licensing in the early 1960's. This latter position grew out of a difficult situation in New Jersey as the nation's first planners licensing law was passed, as explained in the accompanying story; and there was a certain flexibility in AIP's position. Although in opposition to licensing, this early position endorsed registration of title if absolutely necessary to stave off the actual licensing of practice.

The most recent round of activity on this issue has resulted in an AIP position in opposition to both licensing and registration.

However, positions on this issue are not fully accepted or let stand without controversy the way that, for example, most national legislative positions of AIP are generally accepted by the membership. The reason is undoubtedly obvious; licensing and registration of planners can directly affect a member's work and income in a variety of ways. Also, New Jersey and Michigan have such laws now; and many other states are discussing them. Local circumstances differ and the planners in different states are affected differently by local politics and other factors involved in such an issue.

But, and perhaps even most from the most affected states, pressure continues from AIP's membership for AIP to come to a national position on this matter which can serve as guidance to all chapters and individual members. When one considers that the two existing state laws are quite different in their effect on planning and that AIP members in those states do not fully agree as to the merits of those laws, it becomes apparent that this is a difficult issue for a national organization which tries to reflect the views of its members. Our difficulty in settling this issue once and for all is compounded by the ever-changing Board of Governors and Chapter Presidents Council which makes it difficult to achieve a continuing nature in work on any long-range issue. For example, the Blessing Committee, the final report of which is published here, was appointed in January 1970; and it submitted progress reports to two different Boards and Chapter Presidents Councils before it presented its final report 14 months later. Today, the Board is 2/3 different people than in January, 1970; and the Chapter Presidents Council is probably 90% different people. In both cases, some of the new representatives have no familiarity with former debates over this issue within AIP. Certainly, few on the Board, the Council or the AIP staff today went through the discussions of the late 50's which produced AIP's first public national position on licensing and registration.

One essential charge of the Licensing and Registration Committee chaired by Charles Blessing in 1970-71 was to collect and synthesize the past history of this issue. It was also charged to look at the current situation in the states which have such laws or are considering them; and it was to recommend policy to the Board of Governors. Its final report, published here, was heavily discussed at the March, 1971, Board meeting. The Board did not adopt it, however, since it was felt to be somewhat ambiguous and did not seem to represent the opinion of the Board which had a stronger inclination toward outright opposition to licensing and registration. Therefore, since it was not adopted by the Board, the Blessing committee report was not published at that time.

An earlier staff memo prepared for a meeting of the Interprofessional Council on Environmental Design (ICED) on this subject had been previously adopted in principal by the Executive Committee for use at the ICED meeting. The Blessing committee had been asked to comment on it; and had taken a neutral position. This ICED memo was attached as an informational piece to the Blessing committee final report to the Board in March; and Board discussion finally reaffirmed the endorsement in principle of the ICED report since it made a stronger statement as to why planning should not be licensed.

The Board, at that meeting, directed a Board Committee of myself and William Bonner to redraft the ICED memo,

(*Continued on page 2.*)

in this issue:

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Final Report of the 1970-71 Licensing & Registration Committee (The Blessing Committee) 5
Wrapup of first half of the 92nd Congress 8
AIP Insurance Program is Expanded 10
Urban Design Department Information 11
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taking into account comments of the Chapter Presidents on the issue where possible. The redraft was to make a clear statement opposed to licensing and registration and to strengthen the recommendations for implementation of such a policy. This redrafted ICED memo was published in the August 1971 *AIP Newsletter* for membership comment.

Nature of the Board Discussions

If your interest in this subject is sufficient, you may wish to refer to the lengthy August 1971 published statement for comparisons with the Blessing committee report contained herein. The following discussion assumes reference to these two reports.

In March, 1971, when the Board of Governors gave the topic substantial debate, one of the prime issues was "ambiguity." Did the Blessing committee report advocate registration or oppose it? The paper seemed to favor registration without directly saying so. For example, the "whereas" items repeatedly refer to the design professions, professions that are registered.

The "Short Range Approach" says *The Institute should be prepared to assist its members, sections and chapters concerning state licensing and registration issues*. How? In support of registration? In opposition to it?

The next paragraph says that *These guidelines should be developed to assist members to respond to their specific licensing and registration problems in effective ways*. What are effective ways? Support, oppose, remain neutral?

The guidelines suggested by the committee were not consistent. The earlier ICED memo was unequivocal. It called for repeal of existing planner registration laws. The committee report was silent, but it appeared to advocate licensing and registration for the long range. (See Section 2(C) in particular.)

A committee spokesman explained the reason for lack of further clarity. The committee felt local areas must be free to take appropriate action. Different parts of the country have different views on the issue; so, he said, a sharper position would not represent the full membership.

The Board then attempted to distinguish between ambiguity and neutrality. The national position, whatever it may be, should be clear. It should clearly support, oppose or leave the decision to local groups.

The Board chose to oppose registration.

A second issue discussed was whether planning is a design profession. The "whereas" clauses constantly refer to the "other" design professions or list planning with design professions. Many members of AIP are not designers, nor are they physically oriented in their work. The Board wanted the policy to be clear in stating that planning is **not** a design profession; it is something greater in scope as expressed in the ICED memo.

A final issue was the approach to be taken. The committee report seemed to advocate guidelines leading to registration, if necessary as a defensive measure. The Board preferred a positive statement that made a strong case for why registration was undesirable, rather than developing a weak or ambiguous case and then pulling out a "model" law if caught.

The problem is that some of the pressure for registration from outside the planning profession comes from the design disciplines. They understand defining a profession in design terms similar to their own. Such approaches tend to "define out" the newer aspects of planning practice. As such, registration as a means to "insure that qualified planners may practice freely" – a national AIP objective – may protect the physically oriented planner from incursion by design professionals; but it excludes non-physically oriented planners.

To pursue this more positive approach, the Board wanted a program of activity to implement the policy. The committee report in effect continued the previous approach of general statement and guidelines, with assistance as a response.

Since the ICED memo came closer to meeting the Board's objectives than the committee report, the ICED memo was adopted in principle subject to revision as explained earlier and to adapt it for use with local officials. The rewritten report was made available to Chapters for review prior to action by the Board, thus it was published in the August, 1971, *AIP Newsletter*. Studied, thoughtful responses were received from more than 30 members. The main points are summarized later.

One-third of AIP Queried

An attitude survey dated September 15th by J. Paul Jones was distributed to one-third of the AIP membership. This survey stated "the other side of the coin," or a position in opposition to the Board's position.

Responses have been received from 77 members, 1 nonmember and 1 former member. Of the members, 41 agreed with the statement opposed to the Board position, 33 revised the questionnaire and supported the Board position, and 3 were neutral.

The survey and letters provide some insight into the licensing and registration issue. First, the membership is not of one mind; but a limited number of members are sufficiently concerned to speak out on the issue.

Of those who opposed the board position (41); over half came from three states – Michigan (11), California (7) and Florida (5). The other half came from 15 other states. As to employment, 17 work for public agencies (12 city, 3 county, 2 regional); 22 are consultants, 2 university, and 1 unidentified. Of the consultants, almost half are identified in firms where engineering, architecture or landscape architecture is listed first and planning is second or third. A number of others were with firms identifying services in urban renewal, central business district and other small scale planning work. One of the university respondents was a student, the other a faculty member and professional engineer.

Clearly, the great majority of this group of respondents is engaged in planning practice at smaller geographic scales and with close contact and work relationships with the design disciplines.

Of those who supported the Board position (33); 10 were from New York and the remainder from 16 other states. As to employment, 18 work for public agencies (7 city, 2 county, 5 regional, 4 state); 10 are consultants (only 3 are identifiable as having a design orientation), 4 are university faculty, and 1 is employed by a business-supported planning group.

These figures are given to indicate that there are different practice orientations among the members. This difference must be considered in any final position.

The thoughtful letters in response to the published August report were similarly geographically distributed – 5 Michigan, 4 California, and one or two from each of 16 other states – and similarly divided with 14 opposing, 13 supporting and several offering comment without a position.

Although the revised report was published in the August *Newsletter* to enable chapter reaction, the report itself was not on the agenda of the Chapter Presidents Council in San Francisco. Rather, there were two resolutions prepared by the Michigan chapter which were in response to the report. The first resolution was addressed to the planner's responsibility for the public health, safety and general welfare. The resolution failed in adoption by one vote. The second resolution called for reappointment of the Licensing and Registration Committee and for placing the issue before the entire membership. This failed by a very wide margin.

Some Specific Points

Not a legal issue. Licensing and registration is not a legal issue; it is for AIP a political decision. The legal arguments in the August report and in the ICED memo are weak. A legal basis for licensing or registration exists if the profession wishes to pursue it. There is no legal necessity to license and register. The question is whether benefits to the public and to the members outweigh the disadvantages. This decision must be made by members as well as others. This section of the report will be substantially revised.

Public Health and Safety. The item causing greatest concern was the one of relation to public health and safety. Two related concerns were expressed. First, if planners do not directly affect public health and safety, and we so say, then planners do nothing worthwhile and we are relegating the profession to permanent second class status. The second concern was that, even if indirectly related, the profession should be registered to protect that public interest, however small.

The counter arguments presented in other letters stated that being registered is no mark of doing worthwhile work. Indeed others in government – managers, budget officers, contract officers, elected officials – actually make decisions on matters that touch the public health and safety more directly than the planner. Their work is worthwhile and not registered. A more persuasive argument was that registration has the effect of dividing decisions between skilled (registered) and unskilled or lay people because whatever task is so critical as to require a registered or licensed person to produce is removed from the decision domain of the elected official. Therefore in the field of planning, especially where it is practiced as a broad policy-oriented function, the interference with the democratic process could be great. The same argument applies to the ever broadening definitions advocated by the design professions. Therefore, legislation pursued to protect the public interest could actually work the opposite; and legislation to protect the right to practice from incursion by other professionals could be against the public interest by diminishing the area of decision-making of the elected official.

It is agreed that planning is concerned with and does affect the public health and safety. The question is whether what the planner does is sufficiently direct and causal that the public benefit of competent professional decisions offsets the loss of decision-making freedom by elected officials.

Local Option. Another issue causing substantial comment was local or state determination on licensing and registration legislation. The arguments presented in letters for local determination indicated that geographic differences could be taken into account. The arguments presented for national determination, rather than local, were the need for a national perspective since AIP is a national organization and the need to protect right to practice of every member. Clearly this requires further study. It appears obvious, however, that each viewpoint must be developed, and there cannot be an either/or pre-emption of decision in the matter. The national policy may well run counter to local policy. The question is what effect the national policy can and should have on local action.

Registration Trend. Another point posed in a few letters is the growing trend toward registration in many fields. This was suggested as a reason for pushing registration now. But there is a strong counter trend. The New Jersey legislative committee report to remove nine occupations or professions from registration is a case in point. More far-reaching actions were discussed at an ICED meeting in late November. Consumer organizations, some of them federal and state agencies, are taking on licensing and registration boards across the country.

The legal challenges argue that the boards are protecting the personal interests of their professions and not the public interest. Proposed solutions include abolition of the boards or restructuring with a majority of consumers. Civil rights advocates see the boards as one more impediment to equal opportunity for minorities. Another trend is toward overlapping registrations in architecture and engineering, for example, with the board determining whether the work was competently performed not whether it was performed by the right jurisdiction.

Next Steps

At the October Board meetings, the Board accepted in principle the draft which had been published in the August Newsletter; but it acknowledged the remaining clumsy language and the unresolved issues which the membership comments had brought out. Therefore, AIP today does not have an adopted detailed statement of its position on licensing and registration.

A new Licensing and Registration Committee has been appointed; and the core of this new committee is three Board members. Assistance will be drawn from a corresponding group made up of some of the previous respondents and reflecting the diverse responses; another corresponding group made up of representatives from states where licensing and or registration exists or has been under recent consideration; and though liaison with the American Society of Consulting Planners and with ICED.

A final attempt at a detailed position statement is underway, taking into account the responses and comments explained in this article. The proposed schedule aims at having a new draft to circulate for comment in advance of the Chapter Presidents Council and Board meetings at ASPO in April.

It is my hope that this article and the factual material in the accompanying final report of the Blessing Committee at least give an outline of the many facets of this complex and controversial issue so that AIP as an organization can now proceed from here. The question of how an organization such as ours can implement and enforce a policy on this issue remains crucial.

The Board of Governors is currently on record as opposed to licensing or registration in principal, although a detailed statement has not been adopted. Although the position may be changed as a result of the work we will be doing this year, it is the basic guideline at present for members and chapters.

aip newsletter

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Editor — Gail O'Gorman

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more aip committees

President McGrath has appointed the following committees. They are in addition to those listed in the two previous editions of the *AIP Newsletter.*

Licensing and Registration

Robert C. Einsweiler, *chairman*
William S. Bonner
Paul Davidoff

See separate story this newsletter.

AIP-ASCP Liaison

Leon Eplan, *chairman*
Charles Kirchner
Robert Jentsch

The above three persons represent AIP on this liaison committee. The three persons listed below represent ASCP (The American Society of Consulting Planners) on this committee, although they are members of both ASCP and AIP.

George Raymond
Harry C. Adley
Herman D. Ruth

Bicentennial Programs

George Marcou has been appointed AIP's representative to the Historic Conservation Advisory Panel of the Heritage '76 Committee of the **American Revolution Bicentennial Commission.** The chairman of this committee is the President of the National Trust for Historic Preservation, James Biddle. The duties of the panel will be to advise the commission on bicentennial activities and to encourage public programs related to the bicentennial. This is a two-year appointment.

Two ICED Task Forces

Clark Turner has been appointed AIP's member on the Interdisciplinary Council in Environmental Design (ICED) task force just created to revise the **ICED mediation procedures** by which members of the member professions may agree to take interdisciplinary disputes to the national ICED organization for mediation. Members of ICED are: AIP, AIA, ASCE, NSPE, CEC, ASCP, ASLA.

Douglas Powell has been appointed to a new ICED task force to revise the **Environmental Design Collaboration Policy.** This is the normal five-year revision for this document which suggests guidelines for member professionals to follow when working on interdisciplinary projects.

AIA Urban Design Comm

Norman Day, Chairman of the new AIP Urban Design Department, has been appointed to represent AIP on the **AIA standing committee on Urban Design.** Dorn McGrath formerly held this position for several years.

AIP-DOT Liaison

Robert N. Young, *chairman*
Rodney Engelen
George Marcou
Alan M. Voorhees
William McGrath

This committee maintains continuing liaison with the federal Department of Transportation in Washington through regular meetings and informal contact.

Status of Planners in the Federal Government

Marjorie Berger (an affiliate of AIP), Associate Director, ASPO, has been appointed to serve on this committee in addition to those listed in the November Newsletter.

Women's Rights Committee

Gloria McGregor has been appointed to the Women's Rights Committee as described in the November *Newsletter.*

Environmental Meeting

C. David Loeks and **Calvin Hamilton** have been appointed AIP representatives to a special conference on Managing the Environment in the World Ahead at Santa Barbara, California, January 27-29, 1972. This meeting will furnish input to the forthcoming White House Conference on the Industrial World Ahead and to the United Nations Stockholm Conference on environmental problems.

voorhees elected chairman of hrb

Alan M. Voorhees, AIP, has been elected the 1972 chairman of the Highway Research Board's 26-man policy-making executive committee. He is well known as a transportation planning consultant, and he was President of AIP 1968-69. Voorhees is a member of several HRB committees concerned with urban transportation planning.

Robert N. Young to Committee

Robert N. Young, AIP, and past chairman of AIP's Metropolitan and Regional Planning Department has been named a new member of the HRB Executive Committee. Young is Executive Director of the Regional Planning Council in Baltimore, Maryland; and he was AIP Vice President under Voorhees.

sam joroff dies

Samuel Joroff, who was a candidate for the AIP Board of Governors in the 1971 election, died December 7 of leukemia. He had been very active in New York Metropolitan Chapter activities for many years, and he was president of that chapter in 1959-60.

The New York Metropolitan Chapter of AIP gave Sam Joroff an award for outstanding performance shortly before his death.

1970-71 licensing and registration committee final report

This is the final report of the Licensing and Registration Committee which was appointed in January of 1970. This report was submitted and debated by the Board in March, 1971, but was not adopted. (See separate story.) Members of this committee were: Charles Blessing, chairman; Alden Aust, James A. Barnes, William S. Bonner, Douglas S. Powell, and Robert E. Grunwald.

This report, which is now part of the many-year record on this subject, is printed here at the request of the Chapter Presidents Council and others keenly interested in the issue of licensing and registration.

new jersey licensing law

The New Jersey law grants the right to practice planning to those persons who satisfy minimum standards of education and experience, pass a written examination and are subsequently issued a license to practice. The law includes a grandfather clause and exempts registered architects, licensed engineers, and licensed land surveyors from meeting the qualifications in order to obtain a license.

In 1958 there were several unsuccessful attempts by planners to get a bill enacted. In 1961 the New Jersey Chapter of AIP and the New Jersey Society of Professional Engineers sponsored separate bills. In 1962 a "compromise" bill was enacted by the legislature. The "compromise" averted the regulation of planners by a licensing board of engineers; however, it did provide for the automatic licensing (upon application) of registered architects, licensed engineers and licensed land surveyors. A successful attempt was made by AIP in 1964 to remove from the law provisions for automatic licensing. However, after an appeal by engineers, the New Jersey Supreme Court reversed the decision. In the fall of 1967 the United States Supreme Court refused to review the case.

In 1967 the AIP Executive Committee appointed a Special Committee on the New Jersey Registration Act. The committee stated *It should be the continuing policy of the AIP to work for repeal of this law or modifications of it so that the public's interest in the competent practice of planning is protected.* An attempt at repeal failed.

In 1969 the New Jersey Society of Professional Planners (composed of engineers newly licensed as planners) sued the New Jersey Chapter of AIP and its members for libel. After protracted negotiations through counsel, the New Jersey Society of Professional Planners and the chapter have agreed on the language of a brief statement of apology. This statement satisfied the requirements of the Society of Professional Planners for terminating their libel action against the chapter. The action taken in 1969 resulted from a letter written by the chapter president commenting on the automatic granting of licenses to engineers, architects, and land surveyors. The plaintiffs allegation was essentially that it is libelous to state publicly that a New Jersey Planners License is not proof of competence to practice planning. The statement of apology is: *Reference is made to my March 3, 1969, open letter to Senator J. Edward Crabiel which states our position on licensing. It has been called to my attention that my choice of language has offended certain of your members. I sincerely regret this and assure them that no offense was intended.*

In October 1969 the AIP Board of Governors passed the following resolution: . . . *reaffirms the earlier decision of this Board to work toward repeal of the New Jersey licensing law.*

A bill to repeal the Planners Licensing Law was reintroduced in the Assembly on February 16, 1970. The bill was a repeat of a similar measure introduced the previous year. The chapter officially supported the repeal measure. In 1969 editorial support for repeal came from newspapers in central New Jersey and Bergan County.

In March 1970 a member of the State Professional Planners Licensing Board attended an AIP Executive Committee meeting to convey views on the workings of the licensing law, its prospects and impending actions to be taken by the Board. In summary these were:

1. In the view of the Licensing Board, the law is not working so badly as to justify its repeal,
2. It is doubtful, in the Board's view, that a repeal measure can win. (Repeal was opposed in 1970 by the legislative committee of the League of Municipalities and Federation of Planning Officials.)
3. The Licensing Board favors action to amend the law to improve its working on a variety of matters including easing the process by which out-of-state AIP planners may obtain planning positions in New Jersey prior to holding a license.
4. The Board will soon take up questions concerning malpractice by persons not holding licenses.

During late 1970 the Board began sending letters of warning to a variety of persons allegedly practicing the profession of planning without having been licensed under the Planners Licensing Law. Certain of these addressed to AIP members have been brought to the attention of the chapter for advice by the chapter concerning possible chapter action.

At the year's end the bill had not been reported out of the Commerce Industry and Professions Committee. This inaction was purposeful pending completion of the work of the legislature's Professional and Occupational Licensing Study Commission. Since the legislature operates on a two-year calendar, the repeal measure continues on the Committee's agenda in 1971.

During 1970 this study commission held hearings and took testimony on matters pertaining to New Jersey practices in licensing professions and occupations. Testimony on behalf of the New Jersey Chapter of AIP was presented by William E. Roach. This testimony urged repeal of the Planners Licensing Law. The Commission recommended that state regulation be terminated for nine licensed professions and occupations among them the planners. The Commission gave its reasons as: (1) no substantial threat to the health, safety and welfare of the public is posed; and (2) other checks exist. The Commission is preparing an omnibus bill which will carry out all of its recommendations. Such bill will be submitted to the legislature within the coming months.

Ed note: During the legislature referred to here, the Assembly bill was placed on the board for vote three times, but it was never brought to a vote. A similar bill was introduced into the Senate, and no action was taken there either. There is a new legislature in 1972, but the persons

(Continued on page 6.)

Committee Report *continued . . . .*
who were sponsors of the repeal bills in prior legislatures are still seated. They have indicated that they will be introducing similar bills again this legislature. Chances for such repeal bills appear to be better.

michigan act registers planners

The Michigan law provides for "registration of title" allowing only persons registered under the act to use the title "professional community planner" or "community planner". In order to qualify a person must meet specified education and experience requirements and pass a written examination. The law includes a grandfather clause but does not exempt other professionals from meeting the requirements.

A committee of the Michigan Chapter prepared a draft of a bill as early as 1959. Several early registration proposals failed to be approved by either the Chapter or the Board of Governors. However, starting in 1963 a concerted effort was made to draft an acceptable bill. The Registration bill was signed by the Governor on July 11, 1966. A Registration Board was appointed some months later. A long period of organization followed for the Registration Board until the first registrations were issued late in 1968. A total of 444 applications for registration were received and 354 were granted registration under the grandfather clause as of March 9, 1971. Decisions on 32 applications have not yet been made and 58 were not granted registration. The 354 registered planners represent 31 states and Hong Kong. The first examination date will be in the middle of May at which time as many as 40 persons are expected to take the examination.

current proposals

The following information on state legislative proposals on licensing or registration of planners or proposals that might impinge on the right of planners to practice planning summarizes these proposals, as the committee knows them.

Nebraska: In 1970 a Joint Legislative Committee from the design disciplines prepared a registration bill to control the registration of persons practicing architecture, engineering, landscape architecture, land surveying and planning. Committee members representing planning were Alden Aust, AIP and Douglas E. Brogden, AIP.

The proposed law establishes six examining boards, one for each design discipline and a joint-registration board composed of one member from each design discipline examining board. The former "are established for the purpose of determining the ability of persons coming before it to practice that particular discipline." The joint board "shall receive from each of the Examining Boards, a written report recommending the issuance of a certificate of registration or an in-training certificate for each individual examined." The definition of a planner is based on the Institute's oral examination and includes the twelve areas of concentration.

The Joint Legislative Committee is reworking parts of the proposed law and may seek to have it introduced in the 1972 session of the legislature.

Oregon: In 1971 an act was introduced to, among other things, define the practice of engineering by saying:

"the term includes service or work as a consultant or in investigation, appraisal, evaluation, planning and design of engineering works and systems, *in planning the use of land*, air and water, in engineering surveys, and in responsible charge of works;. . . ." (italics added)

There is no report as to the status of the act that included this language.

Montana: In 1971 an act was introduced to, among other things, redefine practice of engineering to:

"include any professional or certain engineering service performed in connection with city, county, regional or state planning."

There is no report as to the status of the act that included this language.

Missouri: A proposed bill was developed to register planners. The Chapter President recently reported that the bill is patterned after the Michigan law and that it will not be submitted to the legislature this year.

Alabama: Discussions have taken place on registration and licensing however the Alabama Section is waiting for the Institute position on the issue before taking one.

proposed institute position

The following was proposed to the Board of Governors of AIP:

1. WHEREAS problems of inter-professional overlap have been a complex and long term concern between and among architects, engineers, planners, landscape architects and other design and non-design professionals, and
2. WHEREAS viewpoints regarding this concern have developed at the national level of professional organizations that at times have differed in perspective from viewpoints at the state levels of such organizations, and
3. WHEREAS there is a growing nationwide scope to the problems of overlap and in reflection of this growing involvement and direction-setting by national professional societies to ameliorate and eliminate interprofessional problems at the state level, and
4. WHEREAS in the interest of promoting the public health, safety and general welfare, the following national organizations representing members of the design professions who deal with research, planning, design and construction of man's living environment have jointly approved and adopted a "Guide on Professional Collaboration in Environmental Design," June 1966.

   The American Institute of Architects
   The American Institute of Consulting Engineers
   The American Institute of Planners
   The American Society of Civil Engineers
   The American Society of Landscape Architects
   The Consulting Engineers Council of the United States
   The National Society of Professional Engineers, and
5. WHEREAS the above specified national professional organizations which approved and adopted the "Guide for Professional Collaboration in Environ-

mental Design" recognize that "the environmental design professions are learned professions requiring of their members sound technical training, broad experience, personal ability, honesty and integrity," and

6. WHEREAS the above specified national professional organizations by approving and adopting the "Guide for Professional Collaboration in Environmental Design" state that the environmental design professions include architects, engineers, landscape architects and *planners*, and
7. WHEREAS the above mentioned national professional organizations have by their official action acknowledged that *planning is a learned profession requiring of its members sound technical training, broad experience, personal ability, honesty and integrity*, and
8. WHEREAS the above mentioned national professional organizations established in the "Guide for Professional Collaboration in Environmental Design" that "each design profession is cognizant of the training and experience required for competency in the design professions and *does not render his services in those areas in which his qualifications are not established*," and (italics added)
9. WHEREAS the above mentioned national professional organizations in approving and adopting the "Guide for Professional Collaboration in Environmental Design" established that "the education, experience and registration (as prescribed by state law) of each of the collaborators qualify him for *design services of particular type and scope*," and (italics added)
10. WHEREAS the American Institute of Planners adopted a resolution at its October 17, 1970, meeting establishing as AIP Policy that:
    (a) Present Institute membership requirements can suitably be applied to qualify persons in other professions who wish to practice planning, and
    (b) Until such time as this qualifying procedure shall have been implemented, ICED member organizations *should* work toward modification of state planner licensing and registration laws consistent with *AIP membership requirements*, and
11. WHEREAS The American Institute of Planners has defined Planning Education to be that offered by university programs in planning which have been *recognized by AIP* and has specified such education as partial fulfillment of the requirements for admission to membership in AIP, and
12. WHEREAS The American Institute of Planners has established the years of credit toward partial fulfillment of membership requirements in AIP of university degrees in other professions than planning including both the other design professions and the social sciences, and
13. WHEREAS the American Institute of Planners has established in addition to specified professional education requirements for membership, the number of years of experience in the profession of planning as a requirement for membership in AIP, and
14. WHEREAS requirements for membership in the American Institute of Planners include in addition to credits granted for professional education the requirement of a minimum number of years of professional experience in the *profession of planning*. AIP experience requirements *do not recognize experience in the fields of architecture, engineering or landscape architecture* as professional planning experience for membership in AIP.

NOW THEREFORE BE IT RESOLVED that the Board of Governors, upon recommendation of the Licensing and Registration Committee, adopt the following statement of policy on licensing and registration:

1. **SHORT RANGE APPROACH**—Within the short time frame, the Institute should be prepared to assist its members, sections and chapters concerning state licensing and registration issues.

   The Board of Governors recognized this need in adopting the 1970 and 1971 objectives when its said "Insure that qualified planners may practice freely by developing guidelines on such matters as state licensing and registration." These guidelines should be developed to assist members to respond to their specific licensing and registration problems in effective ways.
2. **LONG RANGE APPROACH**—Beyond the short time frame, AIP shall seek to obtain agreement among the design professions that the procedures for qualifying persons to practice planning by the appropriate *design* and social science professions be the subject of *joint* development and continued liaison on qualifying procedures. To attain this goal it shall be the policy of AIP that:
   (a) Present Institute membership requirements can suitably be applied to qualify persons in other professions who wish to practice planning, and,
   (b) Until such time as this qualifying procedure shall have been implemented, ICED member organizations should work toward modification of state planner licensing and registration laws consistent with *AIP membership requirements.*
   (c) AIP establish as policy, guidelines on state licensing and registration to insure that qualified persons may practice freely but that persons *not qualified* by professional education and professional experience in planning may *not practice* as planners—as specifically stipulated in the ICED "Guide on Professional Collaboration in Environmental Design' in the following statement:
   "The education, experience and registration (as prescribed by the state law) of each of the collaborators qualify him for design services of particular type and scope. Each design professional is cognizant of the training and experience required for competency in the design professions, and will not render his services in those areas in which his qualifications are not established."

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guidelines

Because the issue of licensing and registration is being continually raised in the various states, it is necessary to provide timely assistance to chapters and Institute members as their needs arise. It is recommended by the Licensing and Registration Committee that the following materials be made available to chapters and individual members, upon request, to deal with licensing and registration issues as they come up:

1. The position of AIP adopted by the Board of Governors.
2. The August 4, 1970, memorandum representing AIP's position before the ICED. (published, with amendments, in August 1971 *AIP Newsletter.*)
3. The statement of the "Scope of Profession" adopted by the Board of Governors October 10, 1968.
4. AIP oral examination requirements.
5. Recommendations and guidance from the national office. This includes a summary of experience in other states, background of AIP involvement, recommendations on what to do in the immediate future and interpretation of the Institute's written materials. This does not include legal services or fees, state legislative lobbying or protracted technical assistance.

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wrapup of the first session of the 92nd congress

By Albert L. Massoni
Director, National Affairs

The first session of the 92nd Congress adjourned in mid-December having prepared the way for active consideration of important and critical domestic legislation early in the second session (due to reconvene on January 18, 1972). Congress and the Administration concentrated much of their activity on the economy. From the opening days of the 92nd Congress through the final days of debate, the economy of the nation in one form or another was the major concern. No doubt it will continue to be an important issue in the next session of Congress. And, even though significant domestic proposals have been debated and held over till the second session, this will be a highly political year in which the political climate may temper legislative activity.

housing and community devel

Both the House and Senate Housing Subcommittees plan to begin mark-up sessions on the several housing and community development bills now pending before them. During the first session, six major bills were introduced, three dealing with community development block grant legislation and three with differing aspects of current housing programs. Full hearings on all but one of these measures were completed in both the House and Senate with AIP presenting testimony at each of the hearings. By early February, the staffs for both Subcommittees expect to have completed the analysis and redrafting necessary for executive mark-up of the legislation by Subcommittee members.

Earlier newsletters have reviewed at length the legislative proposals under study. (See October 1971 *AIP Newsletter*, pages 8-9.) Briefly the major bills are the Administration's housing consolidation and simplification bill (HR 9331 and S 2049); the Administration's urban community development special revenue sharing bill (HR 8853 and S 1618); the House Subcommittee's own bill (HR 9688), representing the legislative proposals formed as a result of the studies by the three panels of Subcommittee members; and the community development assistance bill (S 2333) introduced by Senator Sparkman.

Near the end of the last session of Congress Senators Brooke and Mondale introduced a series of Housing Reform Amendments to the Administration's Housing Consolidation and Simplification bill (S 2049). These amendments call for the reorganization of the various existing federally-assisted housing programs into a single program with a flexible subsidy formula based on need and with standardized requirements. The Brooke-Mondale amendments would enable each community to determine what mix of income groups needs to be assisted and the federal government would make up the difference between the housing payments received and the actual cost of the housing. Communities providing such housing for low and moderate income families would be eligible for special incentive "public service" grants to help offset any increases in public service costs that result.

At this writing, Congressional indications would seem to favor major new legislation because of the scheduled expiration of so many key authorizations and programs. Before adjourning for the holidays, Congress approved emergency extension of some housing and urban development programs until June 30, 1972, thereby setting an objective of passing an omnibus housing bill by that date. It is presumed that the final Housing and Urban Development bill will include a block grant program for community development as an alternative to the Administration's plan for special revenue sharing; certain aspects of consolidation and simplification of various housing programs that have been proposed by the Administration and the House Subcommittee panels; and possible key provisions of the Brooke-Mondale amendments.

More difficult to predict would be the inclusion of two highly controversial proposals that have the strong support of AIP. The first is Senator Ribicoff's Government Facilities Location Act (S 1282) which would require that federal contractors and state governments insure that adequate housing for low and middle income employees be available wherever they locate or expand their facilities. The second is the House Subcommittee's proposal for the establishment of state and metropolitan housing agencies through which federal housing subsidy assistance would be channeled to support housing programs and the distribution of low and moderate income housing on an area-wide basis.

comprehensive planning grants

Interwoven in the House, Senate and Administration housing and urban development proposals is a rewriting of the 701 program. (See August 1971 *AIP Newsletter*, pages 10-13.) Briefly, it is presumed that the 701 section of existing housing legislation will be considerably rewritten with major changes focusing on the number and types of clients for 701, the purpose of 701 planning and management assistance, a method of allocating 701 funds, and public adoption of comprehensive plans. Land use planning may

be an additional responsibility funded through 701, as well as capital programming, housing planning, and policy evaluation. Projected authorizations over the next three years could amount to over $500 million.

In one of the last minute actions before adjournment, Congress passed Senate Joint Resolution 176, an interim extension of certain housing and banking laws. Included in this bill were increases of authorization in the current fiscal year for the comprehensive planning program by $50 million and for the open space land ("legacy of parks") program by $100 million. You will recall that an earlier similar resolution S. J. Res. 52 died in the House for lack of action. This new authorization will meet the expanded roles of these two programs. The Administration intends to ask for a supplemental appropriation early this year to provide the additional funds authorized, thereby doubling the program over the past year.

Included in S. J. Res. 176 was an extension until June 30, 1972, of the period within which communities must meet full comprehensive planning requirements in order to be eligible for basic water and sewer grants.

rural development

A number of efforts supporting AIP's call for balanced national policies supportive of rural development are underway in Congress and hopefully will give real meaning to rural development through strengthened legislation. (See July 1971 *AIP Newsletter*, pages 18-19.) Because of quorum problems and the nomination hearings on Agriculture Secretary Earl Butz, the Senate Agriculture and Forestry Committee adjourned without acting on Senator Humphrey's "Consolidated Farm and Rural Development Act", (S 2223).

It is now expected that the full Committee will return to its executive mark-up sessions on pending rural development legislation late in January. S 2223 is primarily concerned with non-farm rural development, which so many members of Congress and the Administration consider the key to achieving balanced national growth. Many consider this the most comprehensive, resource-laden piece of rural development legislation ever to come before the Congress. It expands the authorities of the Farmers Home Administration to provide massive financing assistance for practically every kind of rural development purpose, including job-creating enterprises, essential community facilities and a host of other things, and it sets up a borrower-owned multi-billion dollar banking system that could supply additional billions for the same purposes plus subsidies in the form of interest payments on loans and free capital to spur industrial development. At the local level, district rural development credit agencies would be subsidiary agencies, administered by the local multi-county regional councils.

The Administration's bill (S 1612) in the form of special revenue sharing for rural development would take eleven categorical grant programs administered by various departments and turn it over to the states for redistribution to local communities. Heavy opposition by rural groups has been voiced against S 1612.

Amendments have been proposed to both the Humphrey and Administration bills, and the House will continue consideration of its own bill, the "Rural Development Act of 1971" (HR 10867) until January 25. It seems that rural development is shaping up as a major political test for both Congress and the Administration.

water pollution

Water pollution control legislation was introduced in both houses of Congress this session. The Senate passed the so-called "Muskie Bill" (S 2770) early in November and soon after the House came out with a bill of its own (HR 11896). Under pressure from the Administration and industry, the House Committee took the unusual step of reopening hearings on its bill and the Senate passed measure. Both bills contain important new concepts for establishing new national cleanup objectives with increased Federal grants to local governments, and special emphasis on regional plans for developing and implementing programs for alleviating water quality problems. Both the Senate and House bills would provide substantial water quality planning funds. The Senate bill would specifically earmark 5% of all construction grants for planning purposes. Under this proposed legislation approximately $400 million in planning funds would be generated during the first three years of the program. The House bill specifically authorizes $225 million for regional planning in the first three years of the program. The House bill will be reported to the floor for a vote early in the session and it is fairly certain that major water pollution control legislation will be adopted with strong planning requirements.

dept of community development

Administration proposals for massive reorganization of the Executive branch of government made little progress in the Congress last year. President Nixon proposed the abolishment of seven departments and innumerable agencies and the realignment of their activities, along functional lines, into four super-departments concerned with human resources, natural resources, economic affairs and community development.

Brief hearings were held on the proposed Department of Community Development and these hearings will be reconvened early in the year, with AIP testifying in support of major provisions of the bill. The proposed department would consist of all of HUD plus the highway and mass transit programs from DOT, the rural housing and development programs of the Department of Agriculture, and OEO's Community Action Program. It is anticipated that there will be criticism of the reorganization on many levels. It is questionable whether the reorganization will be adopted by Congress in 1972, but the Department of Community Development is considered the one proposal with a possible chance of adoption.

highways & transportation

The House and Senate Public Works Committee will start public hearings in March or April on several highway needs reports being submitted by DOT. Last year the Senate Commerce committee held only one day of hearings on a proposed National Transportation Act (S 2279) and the establishment of a National Transportation Trust Fund (S 295). AIP will testify in the spring on these and other transportation bills. Heavy interest is being generated in Washington on considerations of the interstate highway system, the highway trust fund, and planning and multi-modal transportation systems.

In the meantime the Administration has proposed a special revenue sharing bill (S 1693) to consolidate and integrate grants for Urban Public Transportation, Highway Safety and Highway Beautification. Even though the Administration's individual special revenue sharing proposal has not received much public support, inevitably this legislation, which would provide grants for all facets of trans-

(*Continued on page 10.*)

Legislative Wrapup *continued . . . .*

portation activity, will be stressed in the spring hearings.

environmental quality

Very few organizations involved in environmental considerations have felt that 1971 was a good year for accomplishments in this field. In fact, the second year of what has been described as the environmental decade has turned out to be a disappointment as far as great progress in environmental legislation. The defeat of the controversial Supersonic Transport (SST) was labeled an early victory for environmentalists. Many other bills relating to the environment have been held over for action in the second session and much of the proposed legislation supports expanded emphasis of comprehensive planning to help achieve environmental goals.

national land use policy

Various bills pertaining to national land use planning have been introduced in the Congress. (See July 1971 *AIP Newsletter*, pages 16-18.) Both the Senate and the House Interior Committees hope to report out a bill by March 1. Both the Senate and the House Committees are trying to resolve issues relating to federal encouragement of comprehensive statewide planning. The Administration's proposals (S 992 and HR 4332) would require states to establish policies over areas which have critical environmental and developmental impact and would provide $20 million annually for planning. Senator Jackson's land use bill (S 632) would authorize the states to develop statewide land use policies and would provide $100 million annually for planning. At the same time other committees of the Congress have been developing Coastal Zone Management bills (S 583 and HR 9229) that would authorize states to undertake planning and management for coastal and estuarine zones. Here again there is recognition of the need for comprehensive planning programs and the bill provides for $62 million in total planning funds over a five year period.

It is fairly certain that environmental concern about land use and coastal zone management will be adopted in some manner as federal policy in 1972, the questions still to be resolved of jurisdictional controls will help determine whether these bills are reported individually or in a comprehensive national land use policy.

aip insurance program expanded

The AIP Insurance Program has undergone considerable transformation since the new Administrator, George Kelly & Associates, took over in July 1971 (see September 1971 *AIP Newsletter*). Existing insurance plans have been expanded and new insurance plans have been added. We thought this would be a good time to survey our present Insurance Program and let the membership know what insurance activity is scheduled for the new year.

Present Plans in Effect

The following plans are currently in effect and open to all members for enrollment:

AIP LIFE PLAN. Effective date, June 1959. The plan is individual term life insurance policies, individually numbered. The carrier is United American Mechanics of Philadelphia, Pa. The benefits are $15,000 life insurance; additional units up to $50,000 can be obtained.

Consultants evaluation: This was the first AIP Insurance Plan. Designed in 1958, it provides 10 years of level premiums, a unique feature. Its rate structure is very favorable at certain ages such as 34, 38, 39, 44, 48, 49. It is not so favorable at young ages. This plan may be continued by present insureds, but the New Life Plan is designed to supplant it.

AIP LOSS OF INCOME PLAN. Effective date, February 15, 1960. The type of plan is Group Accident and Health Insurance, policy #01A8123. The carrier is CNA insurance. The benefits are Weekly Income of $55 to $110 paid up to lifetime for accidental disability, up to two years for a sickness disability. There is no waiting period for accident benefits, a two week waiting period for sickness.

Evaluation: Another early AIP Insurance Plan, it has paid out substantial benefits to AIP policy holders. While soundly designed and priced, the plan is too limited in benefit structure. The plan is being dramatically expanded by the New AIP Loss of Income Plan which will carry the same policy number. Present insureds can continue their present level with benefits, or update them.

AIP HOSPITAL MONEY PLAN. This is now a New Plan. The original effective date was December 1, 1965; the plan was amended effective December 1, 1971. The type of Plan is Group In-hospital Indemnity Insurance, policy #305A0265. The carrier is CNA/Insurance. The benefits are choice of $20, $30 or $40 a day for each day *hospitalized* up to 365 days.

Evaluation: This plan is a good example of the importance of updating benefits as the original plan offered only the $20 a day benefit. This plan pays cash directly to you in addition to any other insurance you may have. It is a valuable supplement in these days of excessive medical costs.

AIP WIDE RANGE ACCIDENTAL DEATH AND DISMEMBERMENT INSURANCE. This is a new plan effective October 1, 1971. The type of plan is Group Accident Policy #T22BA-7285. The carrier is Mutual of Omaha. The benefits are: (1) $25,000 to $100,000 for Accidental loss of life, sight or multiple dismemberment, one half the principal sum for single dismemberment or loss of sight; (2) Payment of medical expenses for accidental injuries. Coverage available to AIP members *and* their employees, available in reduced amounts for spouses and dependent children of members and their employees.

Evaluation: This New Plan merits your fullest support, especially if you do any traveling. It is a terrific buy. For just $72 a year, you can get $100,000 of insurance payable in the event of any kind of accidental death except war or flying as a pilot or crew member. Bear in mind that accidental death is the number one cause of death under age 45 and the number four cause of death for all ages.

AIP RETIREMENT PLAN. Effective date, June 1, 1969. The type of plan is Group Variable Annuity Contract #CVA70023, GVA10069. The carrier is Lincoln National Life Insurance Company. The benefits are variable accumulation and variable life income.

Evaluation: SEC regulations do not permit evaluation.

New AIP Plans In 1972

The insurance plans described above, including the New Wide Range Accident Insurance and the New Hospital Money Insurance are all open for immediate enrollments. The following plans will become open during 1972.

NEW AIP LOSS OF INCOME. Effective date – February 15, 1972. This is an updating and expansion of the existing policy discribed above. There are eleven classes of benefits ranging from $55 to $330 weekly disability income paid up to lifetime for accidental disability and from 2 years to up to age 65 for sickness disability. Choices for waiting or benefit elimination periods range from 1st

day and 14 days for accident and sickness to 30 and 60 days for accident and sickness.

Evaluation: The extension and expansion of benefits provided by this new plan give you a true long term disability income plan which you can keep intact from job to job. The rate structure and benefit structure are so flexible that any member can tailor his own coverage to fit his income. Plan should merit enthusiastic support. Detailed brochures containing a complete description of benefits, rate schedules and an application were mailed to the entire membership in January.

NEW AIP LIFE PLAN. Effective date, June 1, 1972. The type of plan is Group Life Insurance. The carrier is CNA/Insurance. The benefits are $10,000 to $30,000 life insurance for a member of AIP, $2,500 for member's spouse, $1,000 for member's dependent children.

Evaluation: The new AIP Life Plan is true group insurance; no physical exams will be required. The rate structure is extremely good; imagine being able to get $10,000 of life insurance for only $11.90 *a year* if you are under age 30. Dependent insurance is also an important plus. Members currently participating with the present life plan can continue, switch or carry both plans. Detailed brochures containing a complete description of benefits, rate schedules and applications will be mailed to the entire membership about April 15, 1972.

AIP EXCESS MAJOR MEDICAL INSURANCE. Effective date August 1, 1972. The type of plan is Group Excess Major Medical Insurance. The carrier is CNA/Insurance. The benefits are up to $100,000 in major medical expense benefits, $15,000 deductible.

Evaluation: Excess Major Medical is the latest development in Association Group underwriting. The very high benefit limit of $100,000 and the $15,000 deductible are designed so that this plan can be superimposed on your own group insurance, such as Blue Cross – Blue Shield. The result is that you get insurance against truly catastrophic medical costs for very little cost – like $12.40 a *year* for a member under age 40. $36.80 a *year* for a member and his entire family. Detailed brochures containing a complete description of benefits, rate schedules and applications will be mailed about June 15, 1972.

Specific information on the AIP Insurance Program, brochures and applications can be obtained from the new program administrator. Write or call:

AIP Insurance Program
George Kelly & Associates
P.O. Box 6331
Washington, D.C. 20015
202/362-0100

new urban design dept begins membership drive

As reported in the November *Newsletter*, the AIP Board of Governors approved the creation of an Urban Design Department at the annual AIP conference in October. This action culminated a year long effort by an AIP Urban Design Task Force, appointed in October 1970 and chaired by William Sheveland, to investigate the feasibility of creating an urban design department within AIP, to recommend appropriate actions, and to initiate the process of petitioning the Board for its approval.

The new department, the fourth created within AIP, is an outgrowth of the old Urban Design Committee first created in 1960 under the leadership of Charles Blessing. After several years of diverse activities, this committee, under the direction of Sid Williams, was instrumental in writing and promulgating the Policy Statement on Urban Design adopted by AIP Board of Governors in January 1969.

Organization

Upon approval of this new department the Board also designated temporary officers to serve for the first year of operation. These officers are: (1) Norman Day of Philadelphia to serve as Chairman; (2) William Sheveland of Dallas to serve as Vice-Chairman; (3) James Kise of Philadelphia to serve as Secretary.

The first business meeting of the newly created department was held in San Francisco following the Board's action to approve provisional by-laws, a first year work program, and a first year operating budget. It is the intention of the present officers to present these by-laws as modified to the membership at the next annual business meeting in October 1972 for formal adoption. Election of new officers to take office at the AIP's Boston conference in 1972 will take place by mail ballot in September 1972.

Purpose of the Department

The purpose of the Urban Design Department (as stated in the by-laws and presented here in abbreviated form) is to advance the theory and practice of Urban Design as a part of the comprehensive planning process by: (1) promoting urban design as an element of public policy formulation and program implementation; (2) promoting urban design principals and practices to improve the planning process; (3) establishing urban design and resource allocation priorities; (4) improving techniques and procedures of urban design practices; (5) promoting quality urban design education and research; (6) disseminating information concerning the availability of useful data, techniques and procedures among members of the department and fostering professional contacts and interchanges; (7) assisting the Institute in implementing the urban design policy statement; and (8) Liaison with governmental agencies and other professional organizations involved in urban design.

Activities and Services

As a membership organization, the activities of the department will be focused primarily on providing a variety of types of services of interest to its members. Following are a variety of things the department hopes to eventually undertake:

Sponsor and assist in the preparation of department programs of special interest to the membership at the annual AIP national conference, at the annual ASPO national conference when possible, and at meetings of other professional societies when invited.

Hold conferences, prepare background papers, prepare legislative testimony and recommendations and work closely with relevant federal agencies in collaboration with AIP and other professional organizations.

Monitor notable Urban Design activity in the United States and abroad and disseminate information about projects, techniques, methodology, and key personnel to the membership if and as budget or volunteer labor allow.

Publish background and conference papers, summaries of urban design research and activities, a quarterly newsletter, and membership lists, as possible.

Raise funds and obtain grants to facilitate sponsored urban design research whenever possible.

First Year Efforts

A number of specific activities have already been initiated or are being planned for the first year of operation in addition to a membership drive and other initial organizational functions.

Following the success of the heavily attended urban design sessions in San

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ARTHUR C CAMPBELL
3501 STONE RD SW
ATLANTA GA 30331

Francisco (the presentation by Alan Jacobs of the Urban Design Plan for San Francisco, and a review of the Urban Design work of Weiming Lu in Minneapolis) focused on city-wide urban design efforts, the department has agreed to sponsor a major session at ASPO's Detroit conference in April focusing on the conduct and contribution of urban design in inner city neighborhoods using Detroit as a primary case.

For the 1972 AIP Conference, the Department will sponsor a number of sessions devoted to an exploration of the relationship between human perception and behavior and the built physical environment in the context of physical planning and design in new communities and large scale increments of suburban development.

Establishing liaison with other professional organizations will also be an important activity during the first year. The American Institute of Architects has already invited the Chairman of the new department, Norman Day, to serve as a consulting member of the AIA's Urban Planning and Design Committee for the coming year. It is further intended that a working relationship with the American Society of Landscape Architects, The American Society of Civil Engineers, and other relevant professional societies will be explored. In addition, contacts will be established with appropriate officers in HUD, DOT and other federal agencies.

Operating committees are currently being initiated to assist the temporary officers. These initial committees are: Membership, Finance, Programs, Publication, Professional Relation, and a corresponding committee. A nominating and teller committee will be appointed in mid 1972 for purposes of conducting the election of the 1972-74 officers.

Membership Drive

The current officers believe that an early and effective membership drive is of utmost importance because the purpose and proposed activities of the department cannot be realized without a large and active membership.

Membership is open to any individual, whether an AIP member or not, and to consulting firms and public agencies. Membership dues have been set at $10.00 per year for individuals and $50.00 per year for firms or agencies on a calendar year basis.

join a department

This month all members of AIP will receive an invitation to join one or more of the AIP departments for department fiscal year 1972. (The departments are on a calendar fiscal year and not on the same fiscal year as regular membership dues.)

At present AIP has four departments in existence. They are:

Metropolitan and Regional Planning
Information Systems
Planning Education
Urban Design

Detailed information about the above departments and their programs to date can be found in the 1971 *AIP Newsletters.* Check the Guide to Contents of the 1971 issues on the back of the December issue. The preceding story in this newsletter explains the newest department, Urban Design, in detail.

This is Not a Bill

Dues are $10 a year for individuals and $50 for organizations for most of the departments. This information will appear on the mailer you receive, and you will be able to check off the departments in which you are interested and remit payment. The mailer you will receive is **not a bill**; there is no obligation for any member of AIP to join a department. If you are not interested in joining any department, you may simply discard the mailer.

Environmental Department

Plans are now in process to create an Environmental Department, but it has not yet been created. (See December 1971 *AIP Newsletter.*)

If you have any questions regarding departments, please call or write Loretta A. Taylor, Director of Chapter and Department Services, at the AIP national office.

letters to the editor

I have just received a copy of the AIP Background Paper, *Housing Planning* and feel I must take the time to congratulate the Institute, and members of the Task Force on an excellent job.

The report is the best single source of information on housing planning available and greatly clarifies the issues involved. One oversight which should be corrected is the failure to acknowledge the excellent work of National Service to Regional Councils which during the past year has issued a series of reports, proceedings and newsletters on regional housing planning which are invaluable to housing planners.

I would sincerely recommend that AIP make *Housing Planning* available in bulk rate so that the wide distribution it deserves can be achieved.

Alan S. Levin, Assoc AIP
Seattle Housing Authority

Ed note; The National Service to Regional Councils' work on Housing under a HUD grant was just beginning at the time the AIP task force did its work. NSRC's address is: 1700 K St., N.W., Washington, D.C. 20006. Also, all AIP publications are available at a 10% discount for 20 or more copies.

More Family Planners

Ed note: In the October 1971 AIP Newsletter we carried an article on the many families which have come to our attention because more than one member is a planner. Since then, the following persons have let us know that they are also related planners.

Dell R. Tredinnick, AIP, has a daughter and son-in-law who are planners. **Lynn and David Froehlich** just completed a Peace Corps stint in Iran as community planners; and David is now on the staff of the Bucks County Planning Commission in Pennsylvania. Lynn is an associate member of AIP.

Thordis and Erling Helland, both AIP, have worked together in the consulting firm of Erling Helland Associates in Tulsa, Oklahoma, since 1958. Erling is a member of the AIP Board of Examiners now, and he was a member of the AIP Board of Governors from 1959-1962.

Robert K. Middleton, AIP, who was mentioned as the son of planner **Paul Middleton**, let us know that his son, **Robert K. Middleton, III** is a graduate planning student at the University of Washington in Seattle.

RURAL DEVELOPMENT

Keep for files and for bibliography

Bio

Net IW with any comments

A.C.

Res.

13 Hamilton Street
Holyoke, Mass. 01040
FEBRUARY 1972

Dear reader:

Here is a jumbo request for help and your input. A number of low income people like myself, a Head Start father of six, have been busily working in the New England area getting ourselves together, or trying at least! This effort has been mostly without outside help or financing.

We've come a long way and have found ourselves individually or collectively wrapped up in a lot of groups we'd like to tell you about and invite you to join and/or support. We've pooled our resources for this mailing to over 3,000 people all over the country.

B.C. res. should order pamphlets for inclusion in bins

Locally we have formed the New England Poor Peoples' Congress with members from the six New England states and upstate New York. We meet every six wks. or so and our dues are $1.00 per year. We need funds for a regionwide conference in May on coops, legal lay advocates, and day care. Our treasury is under $15. and our membership over 300! We want new members and...APPEAL: ...Donations, members, technical assistance, ideas, and volunteer time...

Our members succeeded, with endorsement from National Association for Community Development, in helping to form two NATIONWIDE organizations:

1) THE NATIONAL RURAL COALITION, INC., a non-profit corp. formed in Seattle, Wash. on March 31, 1971 and incorporated in Vermont shortly afterward. We have 500+ members in 24 states. There is NO DUES requirement. A description of our history and purposes is available for a donation and to become a member one merely asks to be put on the mailing list. One interim planning meeting was held last June in Tell City, Indiana and our annual meeting will probably be held in late April. NEEDED: money for mailings, a newsletter, and names of potential and interested new members.

WOULD LIKE THIS INTO AC.

2) THE NATIONAL POOR PEOPLES CONGRESS, a loosely knit group consisting mainly of small local groups and members of other statewide poor peoples groups and a handful of advocates who have kept the concept alive and to the point where we are now ready to become more structured. Dues structure is $1.00 poor/$3.00 advocate. Only the poor vote and the criteria is the NWRO adequate income figure of $6,500. per year for a family of four. The rate for affiliated groups is $10.00 per year, except that state and local poor peoples groups may join for a token membership of $1.00. NEEDED: funds to help pay for travel for low income members to a nationwide workshop, to develop a newsletter and to hire one or more full time persons to start a lobbying effort in Washington.

3) WORK, INCORPORATED, another activity with no geographical boundaries - a PROFIT MAKING corp. which desires to become an umbrella type structure for low income controlled self-help projects of any kind. Shares are currently selling at $1.00 each, and the first project is well underway; Work, Inc. has just bought a 16 family brick tenement in the lower income area of Holyoke, Mass. A low income owned attic cleaning service is also right around the corner. Tenants are becoming partial owners of their own building, both thru purchase of shares and (more often) in exchange for labor. Shares are open to ANYONE, but one man, one vote previals. INVEST your funds and put your dividends to work supporting our other efforts. A 6page narrative is available for 25¢, and is included on the order blank we've enclosed.

Finally, I'm editor of a newsletter for grass roots Headstart/day care folk put out by the Comprehensive Early Childhood Education Resource & Training Center, Arnold House, Univ. of Mass., Amherst, Mass. which sells ten issues for $1.50, or 30¢ for a sample. We welcome contributions of materials and news for use in our newsletter and to share with others thru the center.

Yes, we've been busy and succesful, but we can't grow now without additional support and exposure. We need to share our experiences nationally and learn from others as well. Together we must confront the many issues of racism and poverty and bring the peace movement to the poor as well since the poor have been the real losers at this end from the Asian war.

Please give us a hand, send your ideas, recommend us to others, help financially if you can and look through the materials we are selling. All profits will be distributed equally over our projects unless you direct otherwise.

Sincerely,

John Hammar

/s

CATALYST
FOR RURAL DEVELOPMENT

May 1972
No. 3

RURAL AMERICA, ITS PEOPLE AND ITS DEVELOPMENT

As a farmer who lives near one town with a population of 1,606, another with a population of 516, and a third with a population of 350, I know what rural America is. Rural America is a place where you can walk in the evening and hear the crickets and the frogs. But it is also a place where 63 percent of the housing still lacks complete plumbing, where an average family income is 23 percent less than in metropolitan areas. The challenge in rural development is simply to make rural America a better place to live and a better place to work.

Rural development is, of course, economic development where we strive for more jobs and a prosperous agriculture. It is also developing community facilities such as transportation, utilities, sewer and water system, and recreation, and land use planning. With all of these there is people building through programs of education and health, and volunteer leadership in reaching out to less privileged people.

It is most important to remember that successful rural development requires a balanced comprehensive approach simultaneously involving economic development, people building, community facility improvement and environmental quality. Deficiency in any of these areas will be the limiting factor in a community's fulfillment.

When you look at the size of the task ahead of us and the already overstrained Federal budget, it is clear that to achieve our goals, we are going to have to encourage more citizen participation in volunteer movements to meet the needs of rural America.

In all of the rural communities that I have known, the people who live there want to decide the direction of their future. The rural citizen's basic desire to serve, coupled with his vision of the destiny of his own community, provide opportunity and challenge for leadership for all of us who are dedicated to the development of rural America.

Working with all of you toward our common goal of enriching quality of life in rural America is an opportunity which I look forward to with great enthusiasm.

William Erwin
WILLIAM ERWIN
Deputy Under Secretary
for Rural Development

U.S. DEPARTMENT OF AGRICULTURE / OFFICE OF INFORMATION / WASHINGTON D.C. 20250

HOPE SPRINGS FROM DESPAIR
AS HOUSING BOOMS IN TULIA, TEXAS

Business in Tulia, Texas, slowly withered away. In the downtown section, 25 commercial and business buildings stood abandoned and shuttered.

"Sunset Addition," a dilapidated slum occupied mostly by Negro families, blighted an entire section on the "wrong side" of the tracks.

Services from the town languished as the tax base dwindled and community activity retreated to the most basic and necessary functions.

Finally, the problems of the town became too large to ignore. Local leaders realized that if their town was to prosper, or perhaps even continue to exist, they would have to act decisively.

They confered with housing specialists of the Farmers Home Administration who found Sunset Addition beyond hope of rehabilitation. In exploring alternate solutions, the town leaders learned that Farmers Home could make new home loans to low-income families if suitable building sites were available.

Government leaders, civic organizations, and private citizens soon agreed that FHA financed homes could be built on any suitable site in town. Within months, the first housing construction started, and the families of Sunset Addition began moving into Tulia. Spanish surname and white families soon followed and applied for similar housing loans. The Tulia housing boom developed.

Within two years, the Tulia office of the Farmers Home Administration approved 286 housing loans for a total of $3.5 million dollars. All homes are individually built, many with brick veneer. Most of them have three bedrooms, but some for larger families have four bedrooms, and others for senior citizens have two bedrooms. Builders have kept the average construction cost at about $13,500.

As families move from dilapidated shacks to new homes, the old houses are demolished, either voluntarily by owners, or by official city council condemnation. The cleared ground is used for new building sites.

Vacant and unsightly areas of the town are steadily being upgraded, improved, and beautified through construction of new homes. Homes financed by Farmers Home compare favorably with more expensive, conventional housing as they stand side-by-side throughout the town.

The influx of construction money, plus new tax revenues have spurred business activities in the town and employment is up.

POPULATION TURNAROUND

The flow of people out of the rural South during the 1950's slowed to a trickle the next decade. Four million more people left the area than moved in between 1950 and 1960, but during 1960-70 out-migration dropped 60 percent to 1.5 million and the South's total population actually grew nearly 6 percent. Total outmigration from the rest of rural America did not slow as much. The population turnaround in the rural South is spotlighted in the April Farm Index. A limited number of single copies of this monthly U.S. Department of Agriculture publication is available by writing the Editor, Farm Index, OMS Information, U.S. Department of Agriculture, Washington, D.C. 20250.

STAND TALL--AND PAY ATTENTION TO DETAILS

Driver education, seemingly a trivial segment of adult training, is a vital part of the new community development program sponsored by the South Carolina rural electric system.

Urban employers balk at hiring rural workers unless they can drive. When a carpool has only one driver and he is away for any reason, they lose at least four workers that day.

Attention to such details as driver education is one of the reasons Stand Tall is succeeding in community development in South Carolina. It is one of the reasons the Rural Electrification Administration is urging its borrowers nationwide to adapt such a program to their communities.

No item which will upgrade rural life is neglected in the Stand Tall program, initiated about 18 months ago by the South Carolina Electric Co-operative Association, Inc. Furthermore, the poor are involved in each community's program from its inception.

As a community forms a Stand Tall commission, nothing is left to chance. From the start, the local group receives assistance from the Statewide Stand Tall organization--step by step guidelines, suggestions for meeting agendas, forms on which to report progress, survey forms, and other guidance. A fulltime development specialist from the local electric co-op acts as the commission chairman's assistant.

The cooperatives make surveys, help establish nonprofit industrial development corporations and handle other special problems for the community.

One of the great stumbling blocks of community development, duplication of effort, is minimized by outlining each commission project in advance. Another important detail.

Stand Tall's aim is any State's aim: to make the State's rural areas attractive industrial bases, offering not only water and sewage treatment but better education, housing, medical centers, better roads, job training, recreation and an improved environment.

Worthy goals in any State, yes, but Stand Tall has gone beyond the talking stage. Detail by detail, they are developing their communities.

As of February 1972, 15 rural electric cooperatives were involved in this program as sponsors of 16 Stand Tall Commission organizations. For further information, contact Robert D. Bennett, Ex. Vice Pres., or Al Ballard, Director of Industrial and Community Development, South Carolina Electric Cooperative Association, Inc., 808 Knox Abbott Drive, Cayce, South Carolina 29033. REA offers a colorful booklet on the program, ACTION NOW--TOTAL COMMUNITY DEVELOPMENT THRU CO-OP LEADERSHIP.

WHAT ARE YOU PLANNING FOR COUNTY FAIRS?

Housing exhibits for county fairs were put together by a multi-agency team in Pennsylvania last year. Table-size scale models of homes designed by the Forest Service were accompanied by technical information provided by the Extension Service and Farmers Home Administration. Considerable public interest brought many inquiries for literature and detailed house plans. For details, see a local Forest Service official or write The Northeastern Office of the Forest Service at 6816 Market St., Upper Darby, Pennsylvania.

UNITED STATES DEPARTMENT OF AGRICULTURE
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FARMERS MARKETS SPREAD IN NEW MEXICO

Thanks to the League of Women Voters in Los Alamos, N.M. the farmers of small acreages began to increase their income in 1970 by selling fresh vegetables at a local farmers market.

Members of the League, noticing farmers were selling vegetables beside the road and from door-to-door, located a parking lot for their use each Thursday and promoted the new Los Alamos Farmers Market. The Extension Service and other USDA agencies helped the farmers with problems such as better vegetable varieties, irrigation and insect and disease control. 38 farmers participated the first year, more the next.

In 1971, the League of Women Voters in Santa Fe sponsored a new Farmers Market for that city, and this year a group called the Friends of Taos Valley will sponsor a Farmers Market in Taos, N.M.

SLIDE PRESENTATION AIDS ENVIRONMENTAL CLEAN-UP

Environmental Thrust is the subject of a new full color, 50-frame slide set and filmstrip released by the U. S. Department of Agriculture.

It was prepared to help inform the public about the resources available through the national network of USDA offices to help challenge pollution, ugliness and blight, discussing subjects such as soil and water pollution control, housing, waste disposal, and cost-sharing programs for planting trees and shrubs. A cassette carrying music and dialogue helps tell the story in an informal treatment.

The filmstrip can be ordered for $5.50 from Photo Lab, Inc., 3825 Georgia Avenue, N.W., Washington, D.C. 20011. Order the slide set for $13.00 from Photography Division, Office of Information, U. S. Department of Agriculture, Washington, D.C. 20250. The cassette is available from either source for $3.

RURAL DEVELOPMENT MOVIE AVAILABLE

A 26 1/2-minute color movie on rural development has been completed by the Cooperative Extension Service of New Mexico State University and the Extension Service of the U.S. Department of Agriculture. Narrated by Chet Huntley, "What Do You Want" is designed to help people decide what kind of development they want in their community. It may be purchased for $245 from Bandelier Films, 2001 Gold S.E., Albuquerque, N.M.

FACT SHEET

UNITED STATES DEPARTMENT OF AGRICULTURE
Farmers Home Administration
Washington, D. C. 20250

Information office
Area Code 202 388-4323

RURAL HOUSING SITE LOANS

The Farmers Home Administration, an agency of the United States Department of Agriculture, makes loans for the development of building sites in rural areas for sale, on a nonprofit basis, to be used for housing for low and moderate income families.

Who May Receive A Loan

Public or private local nonprofit organizations which have legal authority to buy, develop and sell home-sites on a nonprofit basis to applicants eligible for rural housing loan assistance from the Farmers Home Administration or from the Department of Housing and Urban Development.

How May Loan Funds Be Used

Funds may be used to:

- Buy and develop building sites, including the construction of essential access roads, streets, and utilities which become a permanent part of the development.

- Pay engineering and legal fees, and actual cash cost of incidental administrative expenses such as postage, telephone, advertising, and temporary secretarial help, provided funds for these expenses are not otherwise available.

Limitations of Loan

Loans may NOT:

- Be made, generally, when the total indebtedness exceeds $100,000.

- Be used to buy land in excess of immediate needs in the locality.

- Be used to buy land directly or indirectly from a member of the applicant-organization unless prior FHA consent has been obtained.

- Be used to develop lots that are excessive in cost or unsuitable for the type of housing needed and planned.

Terms for Financial Assistance

Repayment from sale of lots is expected within two years. The interest rate on site loans is 6-1/4 percent except 3 percent on loans if all sites in the tract will be used for housing to be built by the mutual self-help method.

Special Conditions

WHO MAY BUY SITES - Developed sites may be sold only to (1) families having a low or moderate income who qualify for an individual rural housing loan from Farmers Home Administration or a section 235 HUD insured mortgage; or (2) nonprofit organizations eligible for a rural rental or cooperative housing loan from Farmers Home Administration or a section 236 HUD insured mortgage.

LOCATION OF SITES - Building sites should be located so that desirable residential communities can be developed.

BEFORE LOAN CLOSING - Applicant must provide firm information as to the number of sites to be developed, the proposed development cost, and evidence of a need for proposed building sites in the locality.

- Applicant must not start work nor incur obligations in connection with site development before loan is closed.

Security Required for a Loan

Each loan will be adequately secured to protect the interest of the government. Loans will be secured by liens on property purchased or improved with the loan.

Where Are Applications Made

Applications for loans are made at the local county offices of the Farmers Home Administration. The office staff will be glad to discuss services available from the agency and explain how to prepare a written application.

U. S. Department of Agriculture
Farmers Home Administration

April 1970
Washington, D. C. 20250

Fact Sheet

UNITED STATES DEPARTMENT OF AGRICULTURE

FARMERS HOME ADMINISTRATION

WASHINGTON, D.C. 20250

Information office
Area code 202 388-4323

ISSUANCE OF CONDITIONAL COMMITMENTS FOR RURAL HOUSING LOANS

The Farmers Home Administration, an agency of the United States Department of Agriculture, issues Conditional Commitments on single-family dwellings in the open country or rural communities up to 5,500 population. The program is designed to encourage the construction or rehabilitation of single-family dwellings in rural areas for sale to low and moderate income families.

What is a Conditional Commitment

Assurance to a builder or seller that the homes to be constructed or rehabilitated will meet Farmers Home Administration lending requirements if built as proposed and that, subject to the availability of funds, the agency would be willing to make loans to qualified applicants who may want to buy the homes.

- This assurance does not reserve funds for a loan nor does it provide for construction financing.

Who May Apply for Conditional Commitments

An individual, partnership or corporation engaged in the construction or the rehabilitation and sale of homes may apply for a Conditional Commitment.

What is Required of an Applicant for a Conditional Commitment

- Have demonstrated ability to complete the construction of single-family dwellings in a competent and workman-like manner.

- Must be financially responsible and have the ability to finance the proposed housing construction or rehabilitation.

- Plan to build or rehabilitate homes that will be acceptable for purchase by families who qualify for rural housing loans through the Farmers Home Administration. Houses may also be sold to families who obtain financing elsewhere.

- Agree to certify that there will be no discrimination in the sale of the dwellings.

- Conform with local building codes and regulations regarding housing construction.

- Have the legal capacity to enter into the required agreements and the actual capacity to carry them out.

Limitations on Conditional Commitments

* Must be for newly constructed single-family dwellings, including manufactured homes .. or homes which require major repairs, additions, structural changes or installations.

* Does NOT include homes on which construction has been started nor homes on which conditional commitments have been issued by the Federal Housing Administration or the Veterans Administration.

* Outstanding Conditional Commitments held by an applicant may not exceed 15 at any time.

* Total number of commitments issued by Farmers Home Administration in any locality will not exceed the number of homes for which there is an immediate and ready market.

Terms of Conditional Commitments

The Conditional Commitment is good for 12 months from date of issue. It may be extended for an additional 6 months if justified because of unexpected delays in construction caused by such factors as bad weather, material shortages, or other unforeseen difficulties.

Commitment applications must be accompanied by an application fee for each house based on the following schedule:

- Construction of new home - $45.
- Rehabilitation of existing home - $35.

How to Apply

Applications are made in the form of a letter specifying:

- Number of homes for which commitments are being requested and a description of the type and location of the homes involved.
- Number of previous commitments issued by Farmers Home Administration on homes that are unsold as of the date of application.

Attached to the application should be supporting data such as plans, specifications, proposed selling price and other information related to the property.

Where to Apply

Applications for a Conditional Commitment are made at the local county office of the Farmers Home Administration, usually located in the county seat town. The office staff will be glad to discuss services available from the agency and explain how to prepare a written application.

United States Department of Agriculture
Farmers Home Administration

February 1970
Washington, D. C. 20250

FACT SHEET

UNITED STATES DEPARTMENT OF AGRICULTURE

FARMERS HOME ADMINISTRATION

WASHINGTON, D. C. 20250

Information Office
Area Code 202-388-4323

TECHNICAL ASSISTANCE FOR SELF-HELP HOUSING

The Farmers Home Administration, an agency of the United States Department of Agriculture, provides qualified public and private nonprofit organizations with the financing needed to carry out effective programs of technical and supervisory assistance to help low income families build homes in rural areas by the self-help method.

Who May Receive Assistance

A public body or a public or private nonprofit corporation with the legal, administrative, and technical capacity to carry out the objectives of the program may qualify. An applicant organization must show that:

- A need clearly exists in the area for self-help housing.

- Personnel can be hired to carry out the objectives of a technical assistance program.

- Funds are not available from other sources to provide these services. If the applicant is a nonprofit corporation, it must also have either:

- Successful experience in the field of self-help housing; or

- A sponsoring organization with this experience or with proven ability in related business fields.

How May Funds Be Used

Organizations may use technical assistance funds:

- To hire the personnel to carry out a program of technical assistance for self-help housing.

- To pay necessary and reasonable office and administrative expenses.

- To make essential equipment such as power tools available to families participating in self-help housing construction.

- To pay fees for training self-help group members in construction technique or for other professional services needed.

Conditions Under Which Assistance Is Available

The applicant organization must show that self-help housing clearly is needed in the area where it proposes to supply assistance, and that services and equipment to be paid for with technical assistance funds cannot be financed through any other source.

An initial agreement with an organization may provide for not more than $100,000. The amount will be based on estimates of reasonable costs per house as determined by the Farmers Home Administration.

An agreement between FHA and a recipient organization may cover assistance to be rendered by the organization for up to 2 years.

The organization must keep records and provide the Farmers Home Administration with monthly financial and progress reports.

Funds may not be used for:

- Hiring personnel to perform actual construction work for families participating in a self-help project.

- Buying real estate, building materials or other property for participating families.

Where Applications Are Made

Applications should be made at local county offices of the Farmers Home Administration. The office staff will explain the services available from the agency and help organizations complete their applications.

Other Assistance To Self-Help Housing

The Farmers Home Administration makes rural housing loans to individual families to pay the costs incurred in the construction of their homes by the self-help method. Loans also are made to public and private nonprofit organizations to develop home building sites for sale to families participating in self-help housing projects. Information on these programs is also available from county offices of the Farmers Home Administration.

U. S. Department of Agriculture
Farmers Home Administration

March 1970
Washington, D. C. 20250

A UNITED STATES
DEPARTMENT OF
COMMERCE
PUBLICATION

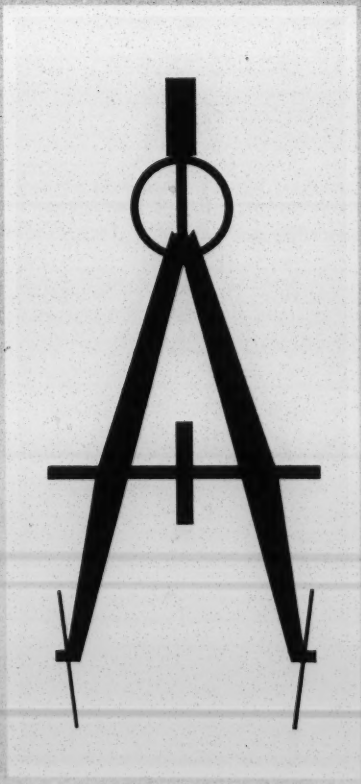
EDA Grants and Loans for Public Works and Development Facilities

U.S.
DEPARTMENT
OF
COMMERCE

Economic
Development
Administration

A UNITED STATES DEPARTMENT OF **COMMERCE** PUBLICATION

EDA Technical Assistance. What It Is. How To Apply.



U.S. DEPARTMENT OF COMMERCE

Economic Development Administration

A UNITED STATES
DEPARTMENT OF
COMMERCE
PUBLICATION

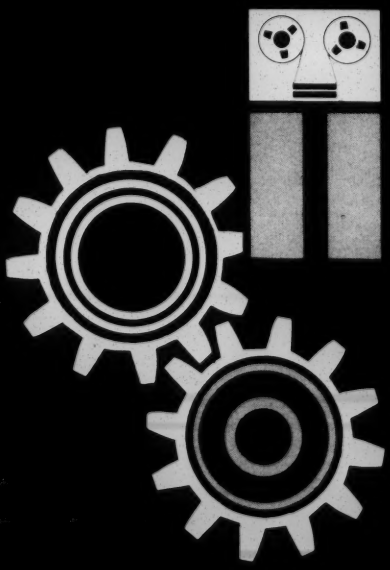
EDA Planning Grants for Economic Development

U.S.
DEPARTMENT
OF
COMMERCE

Economic
Development
Administration

A UNITED STATES DEPARTMENT OF COMMERCE PUBLICATION

EDA Business Development Loans. Who Can Borrow. How To Apply.



U.S. DEPARTMENT OF COMMERCE

Economic Development Administration

keep informed

regionalism is what's happening in local government

WALL STREET JOURNAL
May 28, 1971

Branching Out

Rural Electric Co-Ops Diversify in Attempt To Keep More Customers Down on the Farm

By JAMES C. TANNER
Staff Reporter of THE WALL STREET JOURNAL

LAFAYETTE, La. — An aggressive new business is beginning to surface in small-town America. It is called a rural electric cooperative.

By name at least, the nonprofit consumer-owned co-ops known as rural electrics are old-timers. Farmers started them in the 1930s with 2% loans from the Rural Electrification Administration. They drove the kerosene lamp from the countryside, only to find that more than bright lights were needed to keep people down on the farm.

But now the rural electrics are making a comeback—by shedding the farmer image and by becoming activists in their communities.

This new approach by the rural electrics has made a homeowner out of Rodney Savoy. The 23-year-old truckdriver from nearby Scott, La., had given up on getting a home loan until he attended one of the meetings on housing being held in this area by Southwest Louisiana Electric Membership Corp., or Slemco, of Lafayette. The co-op steered him to the Farmers Home Administration for financing and told him how to apply. Mr. Savoy now is building a three-bedroom brick house.

Thanks also to Slemco's efforts, a new school for mentally retarded children is being built in the little town of Iota. At the town's request, Slemco helped Iota make a pitch in the Louisiana legislature for the school.

Boosts Plant, Handles Hiring

The Lafayette co-op gets considerable credit, too, for a yarn products plant under construction at St. Martinville. The plant will provide 1,000 jobs for the area, reports U. J. Gajan, general manager of Slemco. He should know. After helping St. Martinville get the new industry, he sent Slemco staffers to the town to screen job applicants for the plant.

Around the oil fields, rice paddies and crayfish and catfish farms of Cajunland—this French-speaking part of south Louisiana—Slemco is considered somewhat of a swinger. Its annual meeting of consumer-members draws more than 10,000 and is considered one of the biggest fetes of the year in Lafayette.

Slemco isn't a typical co-op. With 38,000 consumer members, it is one of the largest, if not the biggest, in the nation. But its change in emphasis to community development is being shared increasingly by the other rural electrics.

The co-ops are sponsoring and promoting, and in some cases building, new houses, schools, parks, golf courses, swimming pools, hospitals, resorts and factories in the rural areas. Samplings of scores of the nation's 1,000 rural electrics indicate that at least three out of every 10 are involved in such nonpower projects in the regions they serve, and the trend appears to be snowballing.

"We've got to make the rural areas more palatable to stop the migration to the cities," says W. V. Thomas, general manager of the Wisconsin state association of rural electrics.

Growing evidence suggests the migration already has stopped and perhaps reversed. With new highways and the clean air of the countryside beckoning, more urbanites are moving to smaller towns and commuting to jobs in the cities. Many others are building weekend and vacation homes in the rural areas. "Everybody wants his five acres in the country," says a Texas co-op official.

Obviously, the rural electrics are beginning to benefit. Nationally, these co-ops have 6.5 million meters linked to their lines and are expected to add at least 150,000 more this year. More than half of the 20 million to 25 million people provided power by the co-ops, based on four persons per meter, already are "nonfarm" (electricity users who may live on the farm but don't make their living there), and seven out of eight new customers of the co-ops fall in this category.

The metamorphosis in membership rolls is reflected in part by the changing attitudes of the co-ops. "To say we took the lantern off the farm means nothing to most of our members now," says Ronald J. Knouse, manager of member and community services for Blue Ridge Electric Membership Corp., Lenoir, N.C. He notes that only 10% of Blue Ridge's customers derive most of their income from farming today, versus 90% 25 years ago.

Even so, the so-called investor-owned and municipal power companies are continuing to cut into the territories of the co-ops, leaving many of them only with still-sparsely settled regions. And many of the residents of these regions are among the nation's poorest.

Uniquely Equipped Catalysts

An estimated 14 million impoverished Americans live in the rural areas. Some 50% of all rural housing is said to be substandard, compared with an estimated 14% in urban America. One South Carolina co-op surveyed just one of its counties and found that 40% of the 7,000 houses had no toilet facilities.

Armed with such evidence, South Carolina's rural electrics are launching "Stand Tall" programs throughout the state to develop jobs and job training and to provide housing, water and sewer systems, schools and recreation for the rural poor. "These are the people who would go on to the slums of the cities if not helped and become dope addicts," says a spokesman for the state's electric cooperatives.

The co-ops have their own interests at heart, of course. J. U. Gajan II, director of power sales for Slemco, notes that the co-ops can increase their electricity loads by improving the lot of their customers. "We're not really looking at it moneywise—it's hell to be poor—but if we can move someone from a $2 a month house to a $5 a month (electric bill) we're helped too," he says.

Whatever the motive, the rural electrics appear to be uniquely equipped to become catalysts for a turnaround in rural America. "The co-ops, usually the largest single business organizations in their communities, have a corporate citizen interest in this whole matter," says Robert D. Partridge, general manager of the National Rural Electric Cooperative Association. "Many millions of future Americans," he adds, "are going to have to have jobs and live in what are now rural areas. The cities can't absorb them, and the co-ops need these additional consumers to offset their loss of farm consumers."

A Push in Housing

Other observers agree. "It's the greatest development idea beyond the city limits," says David A. Hamil, administrator of the Rural Electrification Administration, which still provides financing of around $345 million a year to the co-ops but only for power purposes. And Congressman Wright Patman of Texas told the co-ops at their recent Dallas convention: "Slowly we are making headway in this area, but the rural electric cooperatives must still provide the nucleus of any new efforts to revitalize rural communities."

If anybody's unhappy about the co-ops' expanded activities, in fact, it's mainly the investor-owned utilities who don't get the benefit of low-cost government loans for their power facilities. Utility executives grumble that if they were able to get 2% loans, they, too would have more profits left over for community development activities.

The biggest push by the co-ops is in housing. Their national association lobbied through Congress a liberalization of lending policies as well as additional funds for the Farmers Home Administration. On the home front, the co-ops began vigorously rounding up home-buyer prospects to use up the $1.5 billion the Farmers Home Administration has available this fiscal year.

The result has been a flood of home-loan applications into understaffed FmHA offices. Mills J. Vautrot, assistant county supervisor for the FmHA office in Lafayette, says he is closing twice as many housing loans this year.

Just a Coincidence

Many co-ops have begun helping process loan paperwork for the FmHA. A North Carolina rural electric hired an additional man for this purpose. Some co-ops have put on, or at least assigned, as many as four staffers to handle FmHA loans. At Jackson, Ga., the co-op's "Power-Use Organization," wives of consumer-members of Central of Georgia Electric Membership Corp., has made housing its club project this year. "By financing homes for them, we can hold people in the country and keep the poor devils out of the city," says Robert F. Armstrong, manager of the Georgia co-op.

Some co-ops are going even further on hous-

World Bank Announces

WALL STREET JOURNAL
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ing. Wisconsin's rural electrics set up a statewide housing cooperative that is using government grants and loans to construct homes for the rural poor. Similarly, at Wilburton, Okla., a nonprofit housing co-op recently established by Kiamichi Electric Cooperative is constructing more than 600 homes for low-income families. It is only coincidental, the co-op says, that the houses are all-electric.

But houses alone aren't enough, the co-ops figure. So they are pressing for other amenities, too.

In Texas, the rural electrics have helped establish several hundred water districts and are involved at the moment in developing LBJ State Park, named after the former President. In New Mexico, electric co-ops rode to the rescue of a narrow-gauge railway abandoned by the Denver & Rio Grande Western Railroad. A resulting two-state joint venture begun by New Mexico's rural electrics has salvaged a 67-mile stretch of scenic route in Colorado and New Mexico. It will be reopened this summer for tourists and narrow-gauge railroad buffs.

Plugging Rural Virginia

Clinton County Electric Cooperative at Breese, Ill., helped establish a junior college at nearby Centralia and then got behind community campaigns to improve medical facilities. One of the co-op's officers headed a financing drive that resulted in a new 100-bed hospital. Now he directs a group that's trying to bring in more doctors and nurses. The organization already has netted one new doctor with its campaign this year.

Jobs are important, too, and that's why the co-ops are hustling for new industries for their areas. Earl J. Shiflet, executive manager of Virginia's statewide association of electric cooperatives, now spends half his time making speeches in the cities to plug the industrial attractions of rural Virginia.

North Carolina's Blue Ridge Electric says it has brought nine industries to its area in the past 12 months. They include textile, woodworking, metalworking and furniture plants and provide 1,200 jobs.

At Medford, Wis., Taylor County Electric Cooperative puts up seed money to get new industries started. It's also keen on airport improvements, perhaps because its 68-year-old manager, Charles W. Berglund Jr., got his pilot's license last November.

Georgia's statewide co-op association recently hired an industrial-development specialist who's trying to fill the state's empty buildings with new firms. "Cotton is dead," says a spokesman for the Georgia co-ops, "and there seem to be a lot of vacant warehouses."

Eastern Maine Electric Cooperative parlayed a vacant warehouse, its own, into a thriving new industry for Calais, Maine. The industry, a shirt factory, did so well it has moved into its own new plant. Now the co-op is trying to get someone else to occupy the warehouse, and a winemaker and a paint-brush manufacturer have expressed interest. "This is the grass roots," says Robert V. Clark, manager of the co-op, adding: "If it doesn't start here, it doesn't start."

Dorsey Corp. Acquisition

CHATTANOOGA, Tenn. – Dorsey Corp. which manufactures road trailers, and glass containers, said it bought Polyco Inc. from Alcon Laboratories Inc., for an undisclosed amount of cash. Polyco, a maker of plastic containers in Atlanta and New Orleans, has annual sales of $3 million.

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OVERVIEW OF NON-METROPOLITAN ISSUES*

by

Henry A. McCanna

I. The Reality of Interdependence

II. New Forms of Community

III. Rural-Urban Balance

IV. Reorganization of Agricultural Institutions

V. Relocation Systems

VI. Open Spaces Cities

VII. Overcoming World Hunger

VIII. Inducing Social Change

IX. Creative Cooperation

National Rural Housing Conference

BACKGROUND PAPER NO. 6

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*A paper read to the Section on Church and Community, Department of Church Renewal, National Council of Churches of Christ in America, December 9, 1968. Reprinted by permission of the author

I. THE REALITY OF INTERDEPENDENCE

A. Common Advantages

Contributing to the realization that our society is becoming more urbane is the fact that many rural residents want, can expect to obtain, or already have, all of the transportation, communication, social health and cultural services which are common to urban residents. By the very same token, the advantages which contribute to better family group and recreational life, which were once primarily rural, are now sought after and largely the possession of urban people.

> "The change from the dirt, noise, and congestion of life in the city to suburban living is comparable to the change brought about by electricity in the farm."

In the past, the country has provided men, materials, and motives which the city has turned into multitudes, machines, and managers. This, of course, continues to prevail but the fabric of our society is becoming more interwoven.

B. Diversifying of Services

The diversifying of industrial operations and business and professional services has also made greater inter-relatedness. Some progress has been made but there remains much to be done concerning more comprehensive local government. In July 1961, the U.S.D.A. in public bulletin #864, analyzed "The Stake of Rural People in Metropolitan Government":

> "Urbanization will continue to spread out into rural portions of our metropolitan areas, bringing such problems as urban sprawl, traffic congestion, slums, automobile 'graveyards' and ribbon developments along the highways. Both the traditional

rural systems of government and many of our present urban governments are inadequate to cope with these problems. At the very least there must be regional cooperation so that local government officials in the area can get together to discuss area problems.

"It has become increasingly evident that because metropolitan area boundaries are indeterminate, it is unwise to attempt to draw a single boundary line around the area. However, some form of city-country government system must be evolved to meet the particular area situation. Rural residents who want new services will be in a better position to obtain them if they are represented in the governing unit."

According to Ernest Nesius, vice-president of West Virginia University,

"...we should recognize that a great paradox exists in our rural society in that on the one hand it strives hard to preserve the least government concept, yet at the same time additional program services and the resulting complexities demand more government. According to the Committee on Economic Development, five major problem situations need to be corrected at the local government level if modernization is to take place--one, local government units are too small for operational efficiency; two, considerable overlap among the various local governments is to be found in the municipal, township, county, and school district operations; three, popular control over local government operation means satisfying factional and partisan politics; four, an antiquated administrative system generally results in cumbersome decision-making; and five, unqualified personnel seated in technical positions results in funds allocated to the wrong uses."

II. NEW FORMS OF COMMUNITY

A. The Force of Technology

Technology has drastically changed both urban and rural communities. The dramatic features of mechanization and automation are, however, only part of the new picture. Emerging into focus are constellations of new forms of community for which specialized study

planning and action must be forthcoming. Many small towns have become permanent refugee camps for an increasing number of unemployed and/or underemployed mining, agricultural, fishery, forestry as well as industrial workers. Other communities are fast becoming settlements exclusively for the aged. And still other town and country areas are rapidly shifting to the flourishing industry of tourism. There is little sense of community and much depersonalization in such areas. It is most interesting to note that the technology which the farmers in this country so quickly embraced - to the benefit of us all, is now being used as a weapon to destroy them - and this, too will affect us! Some central cities have become glittering centers of the arts while others are brutal wastelands of the desparing and defeated. The lack of adequate institutions is also a characteristic of these areas in which the poor predominate. The reports "The People Left Behind" and "Hunger U.S.A." as well as the Poor People's Campaign indicates the extent of this problem. The mobility of our age has broken traditional patterns of moral control - and this is good to the extent that inadequate local totems are left behind, but it has also resulted in the loss of a sense of belonging, and of the putting down of roots which makes community possible. However, there is emerging a new awareness and valuing of one's distinct culture or racial or ethnic group. We now recognize that it is not so much one's cultural distinction but his or the culture's isolation that is debilitating. In an article in the July 31, 1968, issue of "The Christian Century" John C. Bush states:

"The problems of agropolitan America are essentially the same as those of the metropolis with two obvious exceptions: population density and cultural diversity. But the opposites of these two conditions - population scarcity and cultural homogeneity - create their own kinds of problems.

"Population scarcity means that older persons idle away their time in loneliness not unlike some of their counterparts in city apartments. It means difficulty in the areas of education, youth services, health care, housing and labor.

"Cultural homogeneity means that we have white rural ghettos, cut off from the broadening, humanizing experiences that come from involvement with people of other racial or ethnic backgrounds. It sometimes produces fear and an extreme white racism, often resulting from the isolation of persons different in culture or physical features from the majority. In seven counties of west central Missouri, for example, there are 488 non-whites (mostly Black) in a total population of 86,000. One of these, Hickory County, has an entirely white population. Only one, Henry County, has a non-white population of more than 1 percent. Missouri's non-white population accounts for 9.2 percent of the total population.

"IN OTHER WAYS, the problems besetting the agropolitan community are akin to those of the cities: alienation of the poor from centers of authority, scarcity of adequate leadership, problems of housing, employment, education, health care, basic services.

" - For some in rural communities, isolation from political power is being felt as a rude shock as a result of the 'one man, one vote' ruling of the Supreme Court. But for the rural poor, however, lack of representation is nothing new.

" - There is a leadership lag, with many community leaders being older persons who have done a commendable job during the decades of decay, but who are unprepared to exert the quality of leadership needed by agropolitan communities in their time of rediscovery. This is illustrated by the poor planning (or more likely, absence of planning) on the part of communities being caught up in population influx and other changes facing these areas.

" - As agropolitan communities grow the new-comers often are non-farm persons moving out from cities. Lines of division appear between 'old timers' and the new rural urbanites who have a different perspective and different expectations. The intensity of this separation rivals racial segregation in the hostility it evokes."

B. Suburban "Utopias"

The flight to suburbia, or the rural-urban fringe if you will, lives behind an over-supply of both facilities and organizational structures which is no longer effectual for the new age. The buildings become shrines, and like far too many shrines, ugly. The organizations are anachronistic hodgepodges devoid of vitality - and even at their best are dull. All of this results in such a concern for survival that it is all but pathological. Most of the attemps at cooperation in both city and country came too late and for the wrong reasons. And all that is reaped is the ridicule of pagans.

But now our plight becomes more desperate as our suburban utopias in which we placed so much of our hope often reveal themselves as mere sterile concentration camps and we are shocked to find our churches held captive in an environment which commands only their conformity.

We have at least learned that community - which makes for wholeness in man, cannot be engineered even by a real estate developer, but can only evolve - and that under special circumstances.

Community has become an indistinct term that formerly defined one's place of residence and corporate role. Sister Marie of the Glenmary Order defines community as "brotherhood of man - an attitude of the mind which is not limited within space. Brotherhood necessitates an openness of heart and mind to everyone - an acceptance of everyone's similarity as a person and uniqueness as a personality." Community may be relative to residence, vocation, leisure, religion or interest, but "I" do relate to "Thou!"

Perhaps we can approximate preciseness by using the term community as an adjective rather than as a noun: Community attitude, - awareness, - approach, - minded or - relationship.

The return to community which involves leaving both rural isolation and city crowding in favor of group life can mean a totally new and better society. However, so many of these new centers of population are bodies without souls. The evolving of a soul involves both time and tradition and the contribution of life - the Church. Confirmation of this concept is provided by John Herman Randall, Jr. of Columbia University:

> "Until the 1930's one really could make out a case against religion. But since the '30's we have learned something that may turn out to be the most important discovery of the 20th century, namely, if you take religion out of the social structure, all the evils remain - the bigotry, the wars, the group hatreds, everything that one objects to in religious history remains. All that is taken away is the mitigating influence of religion, as one can see by observing the events of the past thirty years."

Again we note an insight from Dr. Nesius in that

> "Through the school network, young people in local communities can find identity and, if the school is a community center, as it should be, we will also find the means for important local social controls. The school with the churches inter-related then becomes essential as the concept of a true community center which meets our personality and socialization needs."

III. RURAL-URBAN BALANCE

At the Symposium on Communities of Tomorrow - National Growth and Its Distribution in Washington, D. C., December 11, 1967, several cases were made for the creation of a national urban policy:

LIVING SPACE. The Honorable Arthur S. Flemming, Masalester College.

> "The desirability and possibility of new goals for community are expressed by A. N. Whitehead when he states that, 'High aims are worthwhile, they harbor a certain extravagance of objectives.' Thus, men often wander beyond personal satisfaction.
>
> "The process of defining or redefining objectives is one of the most neglected and most difficult processes of government. The question is raised, should there be a clearly defined policy of rural-urban balance? In any case, intelligent use should certainly be made of land and human resources.
>
> "The concept of Communities of Tomorrow includes these characteristics: 1)Larger geographic area (or multicounty), 2) Natural geographic structure, 3) Full range of employment.
>
> "The avoidance of being bound by either the traditions of the past or the predictions of tomorrow is important. Even our founding fathers were concerned with disruption and innovation. Multi-county government can be developed only if there is a sharp break with the past and an acceleration of planning. This will demand simplifying, rather than complicating, organizational structure and processes.
>
> "The U.S. Department of Commerce predicts no reversal of population and migration trends.
>
> "The new national goals must not be advanced as a substitute for the rehabilitation of cities and counties - education, housing, and all the phases of the war on poverty.
>
> "There are some 'communities of tomorrow' in existence today that enable us to evaluate. But today there is no national policy - no consensus - on urban-rural balance."

Mayor Arthur F. Naftalin, Minneapolis, Minnesota:

"There is no debate over values or goals. They include livable environment, fully productive people with meaningful roles in life, and the elimination of pollution.

"We tend to identify the deficiencies of urban centers while we ignore their sources of economic and social strength. Is it size or neglect that creates the problem?

"There is a great failure to understand the nature of scale - the organic planning of an area and the extent of its potential. It is the corporations and large universities that have discovered the importance of scale.

"Our whole economy is based on the specialization of labor - the demands and needs of human beings. We become more dependent, so we seek each other out in larger settings. Secretary of HUD, Robert Weaver has said, 'The more urbanized we become, the more we become dependent on each other.'

"A national urban policy would liberate the cities to consider their problems.

"There is a limit to the economies of scale when measured against the social costs e.g. congestion, pollution, anomie, etc. But an arrangement of scale could modify these costs. Locking children into a poor educational system through the location of an industry in a small town is also a social cost. Chicago affects the entirety of Lake Michigan and the Mississippi River, and armaments as a locational advantage must also be considered. Critical scale is the separation of functional units and manufacturing establishment."

Dr. C. E. Bishop, University of North Carolina:

"The old rural-urban dichotomy is dead - let us bury it. The issue is a balance of growth. In some regions, it will take 100 towns to make up a sufficient basis for development.

"There is less change in governmental structures than in economic and social structures, and there is a static or eroding tax base.

"To improve the economic and social situation in the central cities, without a corresponding improvement in rural areas, is to be self-defeating for it will only create more migration.

"The metropolitan centers are being rewarded for the dramatic ways of making their demands known.

"People are not looking for land but for economic opportunity, social justice, and political power. Few people above 45 years of age gain from migration. Regional development commissions are an absolute necessity."

In the September 1967 issue of Ramparts magazine, Paul Goodman indulges in a phantasy as if he were writing history in 1984.

1. Socio-Psychological Factors

"There were two main movements toward rural reconstruction in the early '70's. The first was the social decision to stop harassing the radical young, and rather to treat them kindly like Indians and underwrite their reservations. This humane policy - instead of raids of Treasury agents on the colleges, horrendous sentences for draft card burning, cracking children's skulls on the Sunset Strip - was the idea of social engineer Donald Michael, of the Institute for Policy Studies. Michael argued that, if the serious aim of society was to increase the GNP, it was more efficient to treat the non-conformists like Indians. Naturally, this was difficult when their reservations were in the middle of metropolitan areas, like the Haight-Ashbury or East Greenwich Village, or on the big university campuses. But this plan became much more feasible when an inventive tribe, the Diggers, suddenly remembered the peasant and Taoist origins of their ideology and began to forage in the country.

"The second wave of ruralism was the amazing multiplication of hermits and monks who began to set up places in the depopulated areas for their meditations and services to mankind. There had always been individuals who felt that the mechanized urban areas were ugly and unhygienic and who, therefore, fled to the country, at first only for the summers. (I can remember a nest of

these in the '50's around Wardsboro, members of the Congress for Cultural Freedom supported by CIA.) But it was not until the early '70's that humanists began to realize that society had indeed reverted to Byzantine or Late Imperial times, and who therefore withdrew to save their souls.

2. Ecological and Economic Factors

"Generally speaking, emigration and rural reconstruction were unexpected consequences of the Great Enclosure policy which was supposed to get most people off the land and speed up urbanization. This is another example of the rule that, if people survive, inept social engineering will produce a contrary effect.

"The American Enclosure of the 20th century consisted of subsidizing chain grocers and agrindustrial plantations, giving high profits to processors and packagers, befuddling the public with brand names, destroying fertile land for suburban sprawl and aircraft companies, destroying water supplies and importing expensive water, preventing rural cooperation by monopoly tactics, destroying villages by highways and supermarkets. By the '60's only six per cent of the population was rural. Vast beautiful areas had been depopulated and were returning to swamp, as in the later Roman empire.

"Meantime there were obvious signs of urban over-population. Urban costs mounted geometrically, for utilities, sanitation, policing, housing, schooling, welfare, transit, etc. To live in a densely populated area, in however degraded a condition, was itself a luxury; yet the inhabitants were becoming poorer and poorer. The middle classes, who had options, fled to the periphery to avoid taxes and the lower classes. Despite the agricultural technology, the price of food did not diminish, since the economics of scale went to the middlemen; and once the possibility of small competition was destroyed, the chains went to town. One could no longer buy an edible tomato. When Southern sharecropping was destroyed by mechanization, no effort was made to give subsistence to the Negroes; they were forced to come to northern urban areas, even though the worst public housing cost $20,000 a dwelling unit to provide. (I say 'urban areas' because there were no longer such things as

'cities.' I say 'dwelling unit' because there were no longer such things as 'homes.') A psychiatric survey of midtown New York in the '60's showed that 75 percent of the people were neurotic and 25 percent needed immediate treatment. There were 70,000 heroin addicts in New York.

Rural Reconstruction

"The tendency of efficient technology since 1900 - electrification, automobiles, power tools, distant communication - was toward dispersal and decentralization. Only promoters and self-aggrandizers had pushed the urbanization. Thus some kind of rural reconstruction was bound to occur. When cybernation made possible absolute concentration of a whole industry in a small area with a small labor force, the vast agglomerations of factory towns towns became obsolete; and there was no technical reason why decentralized teams of designers and programmers should not tend their gardens or go fishing. Nevertheless, it has been a gradual process, full of serendipity and hang-ups, for rural life to find its present shape.

"But to end on a merrier note, let me mention the beginning of specialist farming, where I happen to know the inside story, entirely typical of our human arrangements, alas. M., the mayor of a rather large urban area in the middle west, was the brother-in-law of L., who owned one of the hotels. L. thought he could steal a march on his competitors if he could revive the novelty of edible food. He got M. reelected and M. rammed through the quizotic reestablishment of a farmers' market, where L. signed the prime contracts. But to everybody's consternation, this tipped off the national fad of Quality that boomed in the middle '70's. Luckily it happened overnight. By the time the chain grocers tried to have fresh food banned under the Food and Drug law, it was too late."

Truth is said to be stranger than fiction. It would seem that Goodman's fiction is more familiar than truth.

IV. REORGANIZATION OF AGRICULTURAL INSTITUTIONS

In view of the fact that whatever else is true - and the need to maintain world markets is not inconsiderable - the present U.S. farm policy rewards the few (large farmers) and penalizes the many (small farmers and agricultural workers). This would be bad enough in itself, but it has contributed to the crisis in the cities. Vast numbers of untrained people have flooded into the cities and not finding work have exploded in their frustration. To stem this tide revisions in all aspects of production and marketing are necessary. According to the National Commission on Food Marketing in seventeen years the farmers' share of the retail price of a basket of food fell from fifty-one to thirty-seven percent.

Stanley Andrews, head of the Point IV program under President Truman and a keen observer of the agricultural scene suggests:

> "Forty years of major government intervention in agriculture in an effort to bring producer income and living standards in Rural America somewhere in line with industrial and urban centers suggest--
>
> 1. A need for a look in depth at Rural America and the establishment of principles and guidelines for rural leadership and government programs for the years ahead.
>
> 2. It is time to quit bragging about how few farmers feed how many people with over-emphasis on production of things rather than the effect of programs on people and the rural community.
>
> 3. It is time to look ahead and not look backward. A time to decide what kind of tomorrow we want and expect for Rural America and rural people, and to establish priorities in the use of our resources to that end.
>
> 4. It is time to look at agriculture in the context of rural life, not just the commercial farm.

"Eight years ago a Rural Areas Development program was undertaken to create new jobs in the rural community for these underemployed, both in the agriculture per se and rural dwellers generally. This has been generally successful in the promotion of recreational areas, establishment of small industries in some communities and has been one means in some places of concentrating the resources in government, local community and private industry into a pattern which has profoundly affected a given community. However, this program to date has only demonstrated WHAT CAN BE DONE, rather than being taken on as a real national effort and full use of all resources, government, private, and local, to in effect rebuild and reinvest in Rural America.

"First and foremost, the next president of the United States and his Secretary of Agriculture should avoid any new and startling programs or changes of direction in the present structure serving agriculture for a period of at least two years. A thorough and in depth study and review, conducted outside government structure as the first order of business. Such a study would seek to define the needs and the priorities for Rural America in the decades ahead with recommendations on the changes in bureaucratic structure and emphasis, oriented toward the welfare of people. This first step might take the form of a Country Life Symposium approved by government but financed and carried out by two or three of the great foundations combining resources at the request of the government. This symposium which should be preceded by at least two years of genuine preparation, might well have on its agenda such questions as these--

1. The dangers and inadequacies of the popular idea of a Guaranteed Minimum Income for all people. This intriguing idea undoubtedly would help in instances of chronic welfare but as today's great social unrest and frustrations so well demonstrate, the mere assurance of an income, even a very large one by world standards, is NOT enough to provide real fulfilment to the individual human being. These unseen factors should be studied.

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2. The future role of artistic and cultural occupations and activities to supply self-satisfactions and expressions in an increasingly affluent society. Much is being done about outdoor recreation and this is good. Mere recreation does not fill the gap.

3. The corporate threat to family farming.

4. An exploration to avenues of more rewarding or fulfilment living especially for those reaching the retirement age, now ranging to as low as 55 years (something for them to do). Some of these avenues for Rural America are:

a. Riverside homesteads.
b. Municipal gardens.
c. Forest homesteads.
d. Strengthened family farming with wider opportunities for young people who want to stay on the land.

5. Human needs and aspirations in an era of achieved advanced education.

6. Education for fulfilment living rather than just a job alone.

7. Studies and long range forecasts of labor force and GNP as these relate to transference from production to a fulfilment oriented society.

"Other probably more pertinent areas could be added to this list and explored. This exploration should be wide open so far as ideas are concerned and should attract the best brains from every segment of the total society directly relating to what is happening and may happen in Rural America to the rest of the nation, now predominately urban. This sysposium should seek a concensus on what is really important at this time and set up priorities for the use of resources and personnel to carry out those priorities.

"Reorganization and reorientation of the bureaucratic structures in agricultural institutions will be required. The U.S. Department of Agriculture and its main cooperating agencies, and the Land Grant Agricultural College System have over the years been one of the most flexible and responsive agencies of government in meeting new conditions and especially responding to public demand for action in rural problem areas, mostly production and marketing.

"The proliferation of straight line bureaus reaching from Washington to the local community, a system more generally followed by U.S.D.A. than by

any other agency, works fairly well as an administrative device at the top, but it offers the local community a whole series of offices, people and programs, in every county in the United States operating from the ground to Washington with little or NO REAL relationship with each other.

"If we are capable of establishing priorities in agriculture in Rural America, then why not direct some of this research resource in men and personnel, to these top priorities. Let's direct research, instead of mere production orientation toward QUALITY--quality of products in terms of enjoyable eating, not merely a means of survival--QUALITY of life and fulfilment living rather than mere existence. All production, agricultural and industrial, is being dangerously concentrated into fewer and fewer hands. While those who do not control the means of production and are merely workers in the system are perhaps better off materially than in any other country in the world, history of every civilization REPEATS and shouts the warning, that merely being kept and provided for as a good animal is kept and provided for, does NOT satisfy the human species beyond a certain minimum. Participation and a sense of ownership of something far outweights the merely comfortable existence.

"This has been submitted NOT as a complete or detailed blueprint but as a series of suggestions which might be considered as we enter a new period not only in Agriculture and Rural America but as a nation moves into new paths and new directions in search of the American dream."

V. RELOCATION SYSTEMS

The Urban Studies Center of the University of Louisville is completing the preliminary design of a comprehensive system of assistance to families moving from rural to urban regions. First, we are attempting to design a system that could be applicable to and utilized by any region which is both an economic growth and a labor shortage region. Second, we are designing a demonstration test of this system to assist 5,000 families moving from Eastern Kentucky, helping them

to move into the Louisville urban region over an eight-year period. Studies indicate that growth will take place in regions totalling 250,000.

In designing such a system we have kept constantly in mind the human needs of the people of the rural areas. Past migration has resulted in the movement of too many people who were totally unprepared for life in the city and employment in an industrial setting. Therefore, this system will provide various educational, vocational, social, housing and health components that a rural family would need to be able better to adjust to urban life. The goal of the Urban Studies Center is to help rural families wanting to move, to move to an urban region where they will be welcomed with a good job, good, moderately priced housing, good schools and friendly neighbors, where there are good health and social service facilities, and where there is the maximum opportunity for joining the mainstream of American life. People have tended to move to cities of reputation (past opportunity) rather than to growth centers. Furthermore, it is invalid for anyone to be moved who will earn less than $5,200 in the new setting.

In addition, there will be other benefits from such a program. Many of the problems of urban America are rooted in its rural life. By bringing employable rural residents to the urban regions that will welcome them, welfare costs will be lessened, continued maximum economic growth will occur, and the life of the nation as a whole will be bettered.

Such a system will better the economic, social, and educational life of the rural areas of our nation. By training potential migrants in a rural setting before migration the educational resources of rural areas will be strengthened, local governments will be strengthened, burdensome welfare rolls will be pruned, and a supply of skilled workers will be developed and stockpiled nearby for that future time when economic development envelops the now rural region.

To combine these three-fold needs, that of helping the rural poor, that of assisting in the development of rural America, and that of maximizing national growth in a humane way, we have devised a system which we believe can effectively assist people moving from rural to urban America. This system is based upon the belief that rural families should not move to urban areas without training, education, practical orientation to urban life, and a system to meet whatever problems they might encounter in their particular urban destination region.

In practice, a family living in a rural area such as Eastern Kentucky desiring to move to an urban area would undergo the following process: First, the family breadwinner, while living in his home country, would be paid to take part in an intensive period of orientation and training for work and living in the urban region. Both the breadwinner and his wife, and in some instances the children, would receive orientation in consumer education, job skills, homemaking, credit buying, introductions to urban laws, etc., --all <u>before</u> moving.

While actually involved in such training, these families would visit the Louisville area in preparation for understanding the resources of the city that are available, probably two or three times. While visiting they would be the guests of a host family in whose home they would stay for the weekend to become better acquainted with the community of which they will become welcomed members and neighbors.

While the rural resident is training, the urban area will be preparing for the arrival of him and his family. Job commitments at an adequate pay scale will be secured for him. Educational, health and social facilities will be expanded to adequately service his family. We will also be building a new community in which such families would live. Because of the shortage of low-cost housing in Louisville, we would build twice the number of homes needed for those who would migrate. Those not needed by the migrants would be sold on the open market to other residents in the Louisville area, thus solving the problem of housing of migrants and generally increasing the supply of low-cost housing in the urban region. The migrating family would have the option to buy or lease such housing, whichever is preferred.

VI. OPEN SPACES CITIES

In a speech by E. W. Kiley, Rural Area Development Specialist, at the National Advisory Committee on Rural Areas Development, March 26, 1968, some new concepts in "open spaces city" planning were presented.

"The population density, for instance, of North Dakota today is less than 10 people per mile. That's too sparse; but the population density of Harlem approaches 200,000 per square mile. Indeed, if every United States Citizen were crowded together as they are in Harlem, the entire population of the country could live in New York City alone. These conditions are intolerable and cannot be allowed to continue. The size of cities, it can be argued, must be limited if they are to be viable structures of this civilization. The crowding such as exists in Harlem no longer produces a viable society, and all scientific experiments with animals, and all sociological experimentation with people tend to confirm this problem. Yet, each major city approaches more and more closely the same intolerable conditions. What we need to do is to diversify our population and our industry and our facilities across this land under a better plan.

1. A Change in Concepts

"Let us take another look at our cities. We can use New York, Chicago, Detroit, or Los Angeles, but let us use a smaller city, Washington, D. C., where I currently live, and examine it more closely. Let us examine this from the standpoint of time and distance. I live in Washington, D. C.; yet, I don't really. I live in another county; in fact, in another state. One of my good friends also lives in Washington, D. C.; yet he lives in still another county and another state. The distance between Rockville, Maryland, a suburb of Washington and another, Mt. Vernon, Virginia, is somewhere between 30 and 40 miles. More important the distance between my home and his is somewhere between an hour and 15 minutes to an hour and a half. The distance between my home and my office is not four miles, but 25 minutes.

"When I fly from Washington I can fly from either of my Washington Airports, neither of which are located in Washington, D. C. I am approximately an hour away from Dulles International Airport in Virginia or Baltimore Friendship Airport in Maryland. Yet, these are Washington Airports. If I go to a movie or to a play or to see a musical review I travel anywhere from a half an hour to an hour, yet I consider them local Washington entertainments. On these trips I completely disregard the state

lines, the county lines, city limits, township limits, etc. To me, I am merely catching a plane, seeing a movie, attending a play or a musical "in-town." If we had a map of time instead of miles of my city in Washington and superimposed it on almost any rural area I think you could begin to see my point. You would have a city of open spaces between neighborhoods and shopping centers. A city where between the neighborhoods and shopping and service centers you could fish, hunt, play golf, hike, and enjoy life. In Central North Dakota for instance, I see a city whose South side is Bismark, whose East side includes Devils Lake, whose near North side includes Bottineau and whose West side includes Minot. I see a city which includes the magnificant Garrison Reservoir and the Missouri River and Lake Darling and the International Peace Gardens with many beautiful and delightful places to live in between.

2. Horse and Buggy Governments in the Jet Age

"Let us go back again to our study of New York City. Do you know how many units of Government are in the city of New York? You won't believe this, but today there are over 1,300 different Government units being supported within metropolitan New York. Can you imagine the cost of supporting 1,300 units of Government in one city? At least they have one Mayor and one unifying body. The State of Georgia boasts 159 counties. Does this make sense in modern Georgia? Georgia, however, has now taken the leadership in modern thinking by developing 13 Area Planning and Development Commissions. The artificial boundaries of counties were drawn generally to indicate the distance one could travel by horseback in one day. But, what do these artificial boundaries have to do with our present way of life? Counties, townships, village limits and city limits were made for our convenience and for our practical use. Obviously we can not throw out county, city and township Governments and other municipal bodies, but we can at least strive for the cooperation which has allowed multi-county rural electric systems to grow and flourish. So our thinking today must be in terms of modern time and distance. If we apply our time and transportation overlay to Central North Dakota we can begin to see how we could benefit by consolidated services and cooperation with this "Open City." We could see how

a development on the South side of the city affects the whole city. How a central service facility when applied to our time and distance concept, serves the whole "Open City," that the development of an industry in the center of our new "Open City" provides jobs and opportunities for those who live in the South side, the East side, and the North side, and the people coming into our new "Open City" will choose to live on all sides of town.

3. A New Age of Transportation

"Let us look now to our emerging transportation pattern. Each of our major wars has produced new transportation systems. If any good can be considered as coming out of a war; transportation and medical breakthroughs might be considered in this light. World War I hastened the development of the airplane. World War II introduced the jet age. The end of the Viet Nam conflict will certainly put us into the helicopter age. With our present rate of production of helicopters up to over 100,000 a year already, we will obviously see a dramatic effect and impact immediately after this war. Are we building with this fact in mind? The helicopter has changed transportation and supply logistics and medical facilities completely in Viet Nam. Field hospitals for the treatment of the wounded as we knew them in World War II are a thing of the past. Major hospitals are now built far behind the lines and helicopters transport the wounded to them. The helicopter age will introduce new time and space concepts and must be therefore considered in our "Open City." Other vertical take-off transportation and hover-craft will be hard on the heels of the helicopter. Our municipal buildings, our State buildings, our Federal buildings, and new industries and other collection points of humanity ought to be built with heliopports in mind. Planning for such new transportation changes within the "Open City" I am describing, and where new public facilities are placed, will need to take this into account.

"Our roads within our "Open City" must be designed to facilitate our moving from the North side to the South side with ease, to our open spaces, to our facilities, and services, to our schools, to our homes, and to our airports. Let's

confine our rivalries to the High School and College fields which by the way are every bit as strong in the city of New York as they are with one small community against the other. Let's put an industrial park in the center of activities so that all villages and all cities can equally receive the benefits from the industry that would be developed. After all, the most successful research and industrial center in the nation today is the research triangle in North Carolina between three cities, Raleigh, Durham, and Chapel Hill. Who is best equipped to develop this kind of program? The utility that serves the rural areas who have already demonstrated this kind of cooperation: the rural electric systems.

4. Credit and Investment in an 'Open City'

"In Central North Dakota, NRECA and the rural electric systems there have determined to outline a plan for providing development funds through an Area or District Development Corporation. This can become a reality with SBA furnishing up to 90% of the capital needed for industrial land, plant, and equipment for new industries. With the Board of Directors of the rural electric systems becoming the nucleus of the Board of the Development Corporation and the Manager of Central Electric Power Cooperative in Minot becoming the Executive Secretary, they can provide needed capital throughout the whole 'Open City' such as I am describing. This development corporation could also provide the vehicle through which private investments could be made from within the outside of our 'Open City.' A South side bank in our new 'Central City' would want to invest in a North side business interest knowing it will benefit the whole community. The state could locate new facilities anywhere within the new 'Open City' knowing it has the support and cooperation of the whole city, as could the Federal establishment invest in the 'Open City' knowing it had the support of all within our 'Central City.'

"Private industry, seeing the cooperation, facilities, and advantages of our 'Open City' in terms of labor force, industrial sites, transportation and other services will seek to join the industrial development of the area. The cooperation by all people in our new 'Open City' will

lend strong political support to each of its parts and this political muscle will be felt all the way to Washington.

"To sum up what I am suggesting is to break out of the box-type thinking which we have been doing and prepare for the future, which after all is only tomorrow.

"If you begin to think in terms of time-distance, as we do in the cities; if you recognize the age that is upon us in transportation variations; if you see the advantages of an 'Open City'--if you see the whole area as an 'Open City' containing plenty of clean air and water and open spaces and containing within its borders all of a city's services and facilities and the most modern concepts in transportation and education; if you provide credit and investment capability through a district-wide development corporation; then you have within your power the ability to arrest and then reverse a trend which we all feel is unhealthy for America, and produce a healthy life and economy for rural areas of America.

"From this nucleus of a district development corporation, we can produce a total plan and program of development.

"NRECA can assist rural Americans in the development of a master-plan to provide the jobs, homes, recreational and health facilities, water and sewer systems, training and education, transportation and other services to make this new 'Open City' the most exciting and satisfying place to live."

VII. OVERCOMING WORLD HUNGER

A major issue affecting nonmetropolitan society is carried by parts of the report of the Thirty-Fourth American Assembly, November 3, 1968.

"As a result of dramatic declines in death rates without corresponding decreases in birth rates, the world's population in the year 2000 may be double that of 1965, or six to seven billion people. To provide nutritionally adequate diets

for this many people will require much more food, especially more protein. The developing world needs at least a 4 percent annual increase in food production over the next 25 to 30 years.

"Hope that the world's population of 2000 A.D. can be fed and fed better than in mankind's entire history arises from dramatic breakthroughs achieved in the 1960's. This hope can be realized with technology now available, and with continuing research. But the necessary widespread and affective application of this technology will require major economic, social, and political changes in developing countries, and a much larger scale of effort. Such efforts must be accompanied by continuing, concerted and expanded assistance from advanced nations.

"The temptation is strong in the United States to turn inward, to concentrate primarily on domestic problems while relying upon our geographical location and military strength to protect us from social and political disturbances elsewhere. We reject this temptation as unrealistic in today's world. The magnitude of the need requires contributions from all advanced countries including the U.S.S.R. and Eastern European countries. The Assembly urges lower expenditures for armaments by all countries - and more expenditures of population control and agricultural development.

"We realize that the essential elements to eliminate hunger from the earth are:

- Effective measures to reduce population growth;
- Effective measures to increase food production in hungry nations, and to assure its effective distribution to all persons in the population of each country, with interim food aid from advanced countries;
- Economic, political and social changes in developing countries designed to promote total economic development, without which the above cannot be achieved; and
- Substantial assistance toward all these objectives by the advanced countries.

"Advanced nations should continue to make food aid available to the hungry nations but in such a manner that agricultural development among the recipients will not be retarded. Future emphasis should focus upon improved nutrition through more

protein and upon sound economic growth and less upon total food tonnage and surplus crop disposal.

"International trade and monetary policies should be modified to encourage balanced economic growth in all countries and to permit developing nations to earn foreign exchange increasingly through commercial trade rather than through grants and concessional loans. At a minimum, the discriminatory barriers to imports from developing countries should be removed by the United States and other advanced nations with appropriate adjustment assistance to those adversely affected.

"Farmers of developing nations should be encouraged and assisted in establishing cooperative organizations so they can share in the investment and in the use of needed inputs more advantageiously, promote better markets for their products, and obtain credit on more favorable terms.

"Greater efforts must be made by churches, public information media, universities and other concerned organizations in the United States to increase public awareness of positive accomplishments of United States foreign assistance and of the need for continuing and greatly enlarged commitments of resources of this purpose in the future.

"The advanced nations have a common interest in providing technical and capital assistance to the developing nations. We deplore the fact that, in recent years, while other developed nations have been increasing their aid, assistance by the United States has been drastically reduced. We now rank seventh in the percentage of national income that we devote to foreign aid. We recommend that the level of United States assitance should not only be returned to earlier levels, but should be further increased by about 50 percent. Such assistance from the developed countries is essential to achieve the goals outlined above.

"An effective political constituency for foreign aid is needed and can be developed in this country through the traditional American mechanisms, with public discussion and confirmation among groups having diverse interests leading to agreement on common goals and policies."

VIII. INDUCING SOCIAL CHANGE

A. Direct Action

The challenge of the needs of Society is of such magnitude that the Church is taking a more direct role in inducing social change.

In the January 1967 issue of Playboy magazine, Harvey Cox further clarifies the nature of this more direct role - especially by the younger churchmen:

> "The new reformation of Christianity is already under way. It is bringing with it changes incomparably more sweeping and profound than those of the 16th Century. Both in America and abroad, churches have plunged into a tempest of theological innovation, liturgical experiment and social activism. Nuns infuriate religiously inclined bigots by carrying placards in racial demonstrations. Theologians formulate secular interpretations of the Bible. Trap drums and electric guitars pulsate in chancels. The former world capital of anticommunism, the Vatican, openly questions America's war in Vietnam. In dozens of American cities, churches organize poor people to battle city hall. What's going on? Will the new reformation bring a new division of Christendom?
>
> "This younger generation of Christians insists that the Church must now either live up to its words or get out of business. They see the present liturgical innovation and political engagement of the churches as signs of hope. For these new-breed Christians, man encounters God not just inside the walls of church buildings but in the complexity of everyday life in the world, with all its terror and delights. Faith has more to do with one's fondest hopes for this world than with saving one's soul in the next. This growing group of young churchmen includes not just laymen but an increasing number of ministers, priests and nuns bent on moving the Church toward a more direct role in inducing social change."

Growing out of the analysis by Harvey Cox, we can note an increasing dissatisfaction with service to the institution of the Church unless there is full opportunity for a wider role in Society. This means participation in the action and affecting the points of influence. W. H. Ferry of the Center for Democratic Institutions indicates that he is not sure of what is meant by the religious crisis.

> "Is the crisis due to religion's yeilding too much power into non-religious hands? Has religion failed to provide sufficiently attractive goals? Is it that the religious establishment finds itself so feeble and confused that it cannot provide the world with a convincing ethical order? Or is it that there are not sufficient resources in Holy Writ to provide the aims, the moral guidance, and the restraints needed by an armed, polarized, vexed world?
>
> "A bystander gets the impression," Ferry added, "that religion today is usually found in one of three stances: walking on the edges of the turmoil, wringing its hands and wondering what it might do; remaining within the walls of the church and waiting for people to return to its teachings and promises; or mixing into the fray and thereby becoming almost indistinguishable from other well-intentioned contestants for followers."

B. <u>Open Use of Power</u>

The more indirect appeals of previous days are being supplanted by an open use of power by the Church or in cooperation with social groups to achieve reconciliation.

Recent experience in programs of civil rights and anti-poverty have confirmed for many the necessity of equalizing opportunity - particularly economic opportunity, and that this cannot occur apart from a transfer, or sharing, of power.

Voluntary groups can most effectively provide a voice for the powerless or dispossessed. Such groups can be the means for sharpening issues - of even bringing hidden conflicts into the open, that communication and decision making can occur.

The Delta Ministry is a program that seeks to aid in reconciliation by way of equalizing the economic, social, political and religious opportunities of the people of Mississippi. Obviously, if one segment of the society functions at a gross disadvantage to other segments of society, the possibility of reconciliation is precluded. It also follows that those who know only advantage are shut out from renewal. Renewal is a by-product of reconciliation, and reconciliation does not occur in the midst of inequality and/or oppression. Only those individuals and churches that engage in the correcting of inequities experience renewal.

In many ways this open view of the importance and use of power is complemented by a similar understanding of the validity of community programs.

C. God in the World

The recognition that non-church situations and structures are authentic foci for God's activity, coupled with the impossible expense of maintaining separate church programs of education and benevolence, has resulted in a revision of the allocation of resources.

Perhaps the most striking change in thinking that has occurred is the shift (not too evident as yet) by the Roman Catholic Church

regarding parochial education. Two recent studies, "The Education of Catholic Americans" and "Catholic Schools in Action: The Notre Dame Study," indicate that Catholic education is virtually wasted on three-fourths of those in Catholic schools.

Campus ministries have been based on the same fallacy as all other ministries than the local church; i.e., from a separate position ministering to the students. With the Maryland Court decision on no federal aid to sectarian schools as a guide, most states will likely follow a similar pattern and church-related colleges will either become secular or go out of business. This can mean an increase of support for work on the college campus.

Seminaries of practically every denomination, unless they are related to a large university, will find it increasingly difficult to provide adequate education. Already most of the denominations are putting more and more of their resources into programs of continuing education that are either ecumenical or in connection with a secular university.

Such community-oriented programs as the Urban Training Center and the Ecumenical Institute in Chicago, The Great Plains and Appalachian Planning Commissions, the Ecumenical Center of Renewal and Planning at Indianapolis, MUST in New York, the Los Angeles Goals Project, Columbia Maryland Religious Facilities corporation, anti-poverty groups such as CCAP, world hunger agencies, and community organization groups are commanding more and more time and money from the denominations.

IX. CREATIVE COOPERATION

A. Competent Pastors and Services

There is an increasing demand for highly imaginative as well as dedicated pastors coupled with a growing shortage of such pastors. Could it be that this is an evidence of God's judgment for failing to be good stewards of our pastoral resources?

There is an increasing need for such specialized services as counseling, religious education, recreation, including music, drama and the plastic arts, youth work coupled with a growing shortage of such specialists, plus the limitation of facilities, plus the folly of needless duplication. The forms of cooperation exemplified at Lunenburg, Massachusetts; Dale Hollow, Tennessee; Schellsburg, Pennsylvania; and Aberdeen, South Dakota should be increased. To do so will involve planning, self-study, alliances and diversification.

B. Better Administration

There is an increasing awareness on the part of nearly all social agencies that central services are not only necessary, but more valid in our mobile and heterogeneous society coupled with a tendency of each church unit to want to "go-it-alone." In fact, the claim of the consolidated school is that all the aforementioned problems are solved in regards to education and teachers in such schools. If this is true then small church units under the administration of poorly equipped pastors can only be justified on the basis of "folk religion" - each family with its private "witch doctor."

C. Mission and Unity

As we have come to an appreciation of specialization in other areas, so now we need to utilize this approach for local churches. Programs, either nationally or locally conceived, should be designed for the total parish. Each church of whatever denomination should become a work group for a specific area of ministry and all churches contribute to the whole ministry to the area. The existence of multiple churches could then be a resource rather than a threat. As they engage in planning and projects it is for the object of mission. And when groups cooperate together on community projects unity often emerges. Christians will find their oneness in Christ as they participate in God's mission in the world. Furthermore, the pastors must not only function as a team between themselves, but at a second level with the other disciplines represented in the community. However, if this is to occur, there must also be developed new support structures to sustain this creativity. This will of necessity hasten the process of the reordering of denominational and ecumenical structures on a regional basis - providing the financing of those structures proves feasible.

D. New Ministries

When there are several organizations that share in the meeting of needs, the Church is provided the freedom to pioneer in other areas. The horizons are unlimited for the Church's opportunity in

community organization, conservation, housing, economic development, study groups, geriatrics, leisure-time activities (made possible through a shorter work week), labor management problems, and the whole field of Christian vocations wherein a new concept of usefulness is urgently needed. The Church need not complain that some of her projects are now being carried on by other institutions, but she should be concerned if there is a lack of coordination and a failure to move toward the goal of: "Thy kingdom come, thy will be done on earth as it is in heaven."
(Mt. 6:10).

Rural Housing Ills Blamed On 'Failure to Communicate'

11/15/70 Mtg Ala

The problem is "if you're a good nigger, you get a house—if the white man says so."

So said Kenneth Ward as he detailed Saturday his grievances against Farmers Home Administration programs during the second day of a two-day probe into poor rural housing in Alabama by the National Association for the Advancement of Colored People.

Ward promised hearing examiners, federal officials and the audience alike he would "raise sand and raise hell" with anything and everything federal until he is certain justice is being done.

Ward was one of several rural Alabama homeowners to testify during the open hearings.

At the conclusion of Saturday's session, the examiners and federal officials summed up the reasons they believe Alabama's poor rural blacks have not—apparently—been taking part in federal home construction aid programs to a large extent.

And their common conclusion was the underlying problem was a failure to communicate.

The examiners also called for a re-evaluation of the state FHA's hiring policies and for vigorous investigation into any and all cases of alleged regulations abuse.

Garrett told the group he believes the state FHA program to help poor rural blacks purchase homes has made tremendous strides during the past few years.

Civil Rights Leaders Set Housing Tour

Mtg Ala 11/13/70

Civil rights leaders will take a look at rural housing conditions in Alabama in an afternoon-long tour Friday and an all-day hearing the following day.

The inquiry is sponsored by the National Association for the Advancement of Colored People, and the organization's housing director, William R. Morris of New York, is scheduled to take part.

NAACP officials, lawyers and others who will conduct the hearing have arranged a four-hour tour of nearby rural communities starting at 1 p.m. Friday. Newsmen have been invited to go along.

Among those scheduled to give prepared statements and exhibits at the hearing Saturday are state director John A. Garrett of the Farmers Home Administration; Mrs. Sallie Hadnott, NAACP branch president from Autauga County and an unsuccessful candidate for secretary of state in the and an unsuccessful candidate for secretary of state in the Nov. 3 election, and John Hulett of Lowndes County, a newly elected Negro sheriff.

Rural Housing in Alabama Shocks Civil Rights Group

Mtg Ala 11/14/70

Civil rights leaders meeting with newsmen here Friday night expressed shock, amazement and outrage at rural housing conditions in Alabama.

They were in Alabama for a two-day inquiry. A similar inquiry has been scheduled Dec. 4-5 in Long Island, N.Y. Both are sponsored by the National Association for the Advancement of Colored People.

The civil rights group, composed of regional, state and national NAACP officials, representatives of the President's Commission on Civil Rights and federal officials toured rural housing areas in Montgomery, Barbour, Bullock and Macon counties Friday afternoon.

"It was amazing to me to see in the shadow of Alabama's state capitol the number of colored people living in shacks that are reminiscent of the days of slavery," said Mrs. Ruby Hurley of Atlanta, NAACP southeast regional director.

William R. Morris of New York City, NAACP housing programs director, said however, that housing conditions for the rural poor are as bad in the North as in the South.

He said the NAACP is concerned with "the annual migration of workers to the large farms in the North" and the conditions they live under.

The Progressive Times
Thur Feb 4, 71

Rural Housing Authority Formed

Macon County has joined four neighboring counties in organizing an Area Rural Housing Authority. In their recent filing of the corporate papers for the non-profit corporation, the following counties and their representatives were listed:

Macon County—Freddie L. Washington, CAP Director; Bullock County—Don Priori; Crenshaw County—James Enis; Lowndes County—T. L. Coleman; Pike County—Gene Schroeder, CAP Director, Chairman of the Authority.

The Rural Housing Authority will have the power to apply for public low-income housing in the rural areas of its member counties, provide assistance to low-income rural tenants and assist the many communities under 5,500 population in bettering their housing conditions. A wide range of programs are available to such an authority. Some are: Rental and Cooperative Housing for Rural People, Rural Renewal, Water and Waste Disposal Systems for Rural Communities, Migrant Housing, Public Housing, etc.

As any Local Housing Authority, the Rural Housing Authority must determine the need for low-rent public housing; recommend where and in what form to provide it; carry through the planning, development and management processes; set rent schedules and income limits; and establish eligibility requirements.

The advent of this new organization gives new hope for the rural families in these five counties. Families who had no other choice but to build or seek rental housing in the nearest urban area, can now be provided an opportunity to find a better supply of decent housing in the rural area.

survey mailed

RURAL HOUSING ALLIANCE
RURAL HOUSING WORKSHOP
QUALITY MOTEL, 415 New Jersey Avenue, N. W.
Washington, D. C.
March 24-26, 1971

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Re: Greer

THE AMERICAN BANKERS ASSOCIATION 1120 CONNECTICUT AVENUE, N.W., WASHINGTON, D.C. 20036

March 30, 1971

Mr. Arthur C. Campbell
Co-Director
Housing and Planning Program
Southern Regional Council, Inc.
5 Forsyth Street, N.W.
Atlanta, Georgia 30303

Dear Mr. Campbell:

I am sorry that we were unable to get together while you were in Washington recently.

I still feel strongly that there is some means by which we can develop financing for low-income families in rural areas throughout the South. The precise form may not be precisely what you suggest (i.e. second mortgage money or down payment or seed money loans) but nonetheless the same objectives can be accomplished.

I also regret not having had the time to talk with you while we were in Atlanta. I was most interested in the nominal support of the major Atlanta banks in providing various kinds of mortgage financing to the destitute areas of Atlanta. As I understand it, aside from what the C & S bank is doing in its own mortgage program, there is an organization on a city-wide basis that provides similar types of financing for low-income mortgages. The degree of its activity in the recent past need not be an indication of its adaptability for rural purposes, however.

I am sending a copy of this letter to Mr. William VanLandingham, executive vice president of the C & S bank, who has been most active with us in our commercial lending activities. If you have not been in touch with Bill about the C & S mortgage lending program, I suggest strongly that you write him to find out the particulars. In the meantime, I look forward to continued discussions with you at a future date concerning the possibility of bank participation throughout the entire South, not just Georgia, in providing an adequate supply of mortgage financing for reasonable rural home loans.

Sincerely,

John B. Nicholson
Program Associate, Housing
Urban Affairs Committee

JBN:skc
cc: Mr. VanLandingham

TUSKEGEE GRAMS

A WEEKLY PUBLICATION

VII September 24, 1971 No.29

ANNOUNCEMENTS

Eleven new dietetic interns have completed an orientation period and are currently pursuing the school's certified program in Hospital Dietetics.

Research on sewage collection and disposal systems for small clusters of low-income, rural homes is being conducted by Tuskegee Institute through a cooperative agreement with the U. S. Department of Agriculture and the Farmers Home Administration. The two-year project is funded by the USDA's Agricultural Research Service.

Calendar of Events

FRIDAY, September 24

Social Activity	7:30 p.m.
Dance	Logan Hall

SATURDAY, September 25

SUNDAY, September 26 (cont'd)

Chapel Service Rev. William J. Harvey III	9:30 a.m.
Catholic Mass Shady Grove Church Choir	12:00 noon Chapel

TUESDAY, September 28

Movie	6:30 p.m. College Union

4/5/72

MEMBERSHIP LIST - NATIONAL ASSOCIATION OF RURAL HOUSING PROGRAM DIRECTORS

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Telephone (202) 659-1680

Clay L. Cochran *Executive Director*

19 May, 1972

Art Campbell
Southern Regional Council, Inc.
52 Fairlie Street, N.W.
Atlanta, Georgia 30303

Dear Art:

Thanks for you note. We'll keep in touch on evaluation and other matters.

Sincerely,

Clay

Clay L. Cochran
Executive Director

good to see you

CLC/mim

Rec'd
22 May 1972

second national rural housing conference

NOVEMBER 28-30, 1972 • RAMADA INN • WASHINGTON, D.C.

Convened By

Rural Housing Alliance
Housing Assistance Council Inc.

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Inter-Religious Coalition for Housing
League of Women Voters of the US
Mexican American Unity Council
Mid-West Electric Consumer Association
Migrant Legal Action Program
National Association for Community Development
National Association of Housing and Redevelopment Officials
National Association of Rural Housing Program Directors
National Committee Against Discrimination in Housing
National Farmers Union
National Housing Conference
National Housing and Development Law Project
National Rural Electric Cooperative Association
National Rural Housing Coalition
National Sharecroppers Fund
National Spanish Speaking Housing Development Corporation
National Tenants Association
National Urban League
National VISTA Alliance
Pennsylvania Rural Electric Association
Southern Regional Council
Southwest Council of La Raza
Unitarian Universalist Association
United Auto Workers
United Methodist Church, Board of Global Ministries
United Presbyterian Church of the USA

TO: Participants

RE: Second National Rural Housing Conference

Thank you for attending the Second National Rural Housing Conference. Your participation in the conference demonstrated your concern for decent housing for rural Americans.

The fact that more than 750 rural housing leaders such as you from throughout the nation attended this conference helps immeasurably the efforts to provide decent homes for rural Americans.

As you know, the situation is much more critical now than when the conference was held because of the announcement of the total moratorium on rural housing subsidy programs.

Four copies of a report of the conference and of the resolutions adopted are enclosed.

This information can be the basis for letters to your congressmen and senators, for letters to the editors of your local paper or news releases. Additional copies of these reports and resolutions are available without charge, upon request.

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Cushing Dolbeare
Conference Secretary
Mary Lansing
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SOUTHERN REGIONAL COUNCIL, INC.

M E M O R A N D U M

TO: Art Campbell

DATE: January 4, 1972

FROM: George H. Esser

COPIES: Bowie - Vick

SUBJECT:

I am pleased that you are an officer on the National Rural Urban Housing Coalition, for I think it gives the Council an opportunity to stay in close communication with other organizations in the field. Being privy to coalition strategy will enable you to better judge appropriate strategy for the Council.

It is a little bit unclear to me whether the Council should be a sustaining member, or whether you should be a sustaining member, or whether both should be members. You might want to feel this out, but in any event I authorize the payment of a sustaining membership of $50 a year to the Coalition, either in the name of the Council for you, or in the name of the Council with you becoming a supporting member. I would rely on your judgment as to which procedure to follow.

You should keep Harry and mayself informed from time to time about the activities of the Coalition.

National Rural Housing Coalition

Annual Membership Meeting 30 November, 1972

The Annual Membership Meeting of the National Rural Housing Coalition convened at 1:40 p.m., 30 November, 1972. A quorum was present. Approximately 25 guests attended the meeting.

Opening remarks were made by Clay L. Cochran, Chairman of the Board. He explained the formation of the Coalition in 1969 and remarked that the Coalition operates on an annual budget of $10,000 - $15,000 and is, and always has been, run by a part-time staff. He stressed that we are still far short of our goal and urged further communication with Congress on the grass roots level.

Jon Linfield, Executive Secretary, made a few brief remarks on the past year's legislative activities. The 1972 Housing Bill, in original form, contained no provisions for rural housing. The Coalition was instrumental in putting into it a list of amendments on rural housing. Jon also described the Coalition's efforts to increase the appropriation for farm labor housing. The appropriation was increased by only $1.25 million. (These funds were later frozen by OMB.)

The Chairman explained the formation and purpose of the Rural Housing Information Service and described its weekly newsletter, LEGISLATIVE READER.

In the absence of the Secretary-Treasurer, the Executive Secretary read the financial report as of 31 October, 1972:

Funds at start of year	$ 7,277.60
Income as of 10/31/72	7,655.81
Expenditures to 10/31/72	6,846.97
Balance as of 11/1/72	$ 8,086.44

Linfield also reported that as of 24 November, 1972, the Coalition membership consisted of 216 paid (up-to-date) members, and another 131 who are behind in their dues. He stressed the importance of keeping up-to-date on payment of dues.

Last month, the Coalition received tax-exempt status from IRS.

Amendment of by-law - Article II, Section 5:

> The Board of Directors shall be composed of not more than 50 members, all of whom shall be members in good standing of the National Rural Housing Coalition.

A motion was made to adopt the amended by-law. Seconded and passed.

Addition: When a Board member is more than 60 days in arrears in payment of his dues, his seat on the Board of Directors becomes vacant. Motion to adopt. Seconded, passed.

Election of the Board of Directors - There were 18 vacancies on the Board. The following 16 names were placed in nomination by the Nominating Committee: Art Campbell, Gordon Cavanaugh, Clay L. Cochran, Norman Dewire, Cushing L. Dolbeare, Pat Gish, Rev. Shirley Green, Jack Hernandez, Robert Marshall, Thomas G. Moore, Jr., Ben Neufeld, William Pursell, Gerald Robinson, Ed Smith, Karen Tobin, Eleanor Whalen. The following 7 names were placed in nomination on the floor: John Zippert, Mary Moss Young, D. Richard Neill, Lark Watson, Mary Ann Mikolay, Dave Hurlinger, Bill Powers. It was moved and seconded that nominations be closed. Passed.

A question was raised as to the identity of the nominees. The Chairman identified the 16 people nominated by the Nominating Committee, and nominators on the floor identified the other nominees. Followed a ballot vote by all members present. Business continued while ballots were counted.

The Chairman opened discussion on the legislative program of the National Rural Housing Coalition which was originally reflected in the first edition of "People Have a Right . . ." The program was amended and updated by members' actions at subsequent annual meetings. The question arose as to where we go from here - reaffirm the old program, adopt a new one?

A motion was made to adopt the resolutions of the Second National Rural Housing Conference. Seconded and carried. Suggestion was made and agreed to that a copy of the Conference resolutions would be made available to all Coalition members who did not attend the Conference.

Additional Resolutions Proposed:

By Tom Carey (Project Reach, New York) - That the Board of Directors of the Coalition appoint a subcommittee of members concerned about the farm labor housing program of FmHA to examine (1) its present funding status, (2) its present effectiveness, and (3) its future in regard to the next session of Congress. In addition, this subcommittee shall develop a strategy to approach the various difficulties presently confronting farm labor housing programs. A report shall be made to the members of the Coalition and interested parties before 1 February, 1973.

Motion to adopt this resolution was seconded and passed.

By Shar Belanger (Rural Housing Alliance, California) - Ms. Belanger made a motion to go on record in support of the McGovern/Abourezk bill. The motion was seconded and passed.

By Ben Neufeld (Maryland) - Mr. Neufeld proposed that we support the reintroduction of the McGovern/Abourezk bill. The motion was seconded and passed.

The Chairman urged a close study of the bill for any amendments, additions, etc. before hearings, and also a re-study of the section on rural areas withing SMSAs. Comments should be sent to the chairman of the Legislative Committee or to the Executive Secretary.

Karen Tobin (Project Funding Inc., New York) proposed that copies of the reintroduced bill be sent to all members. This was agreed to.

By Lark Watson (New York) - Be it resolved that the Executive Committee of the Board prepare a proposal for amendment of the by-laws to reorganize the Board of Directors and Executive Committee to the following effect: (1) The Board will have distinguishable representatives of the country and individual states in an orderly and recognizable fashion; such representatives shall have field responsibilities for carrying out NRHC objectives; (2) The Executive Committee will represent regions of the country. Discussion followed on the idea of organizing on a state/regional level. Motion was seconded and carried.

Tom Kehoe (New York) urged full-scale operation of NRHC. He wanted to know where the Coalition's money is going. He objected to the election of absentee members to the Board of Directors.

The Chairman commented that the past inefficiency in the Coalition's operations was due to lack of time and money.

A motion was made to adopt the following resolution: Whereas the concern for rural housing is also a concern for the economic situation of its residents; whereas the United Farm Workers Union is presently attempting to improve the economic situation of farm workers through the use of the lettuce boycott to gain their rightful recognition as a union; whereas the Union efforts are vital to the total improvement of the farm workers' situation; therefore, we, the National Rural Housing Coalition, go on record as an organization supporting this lettuce boycott and the Union's efforts, and that we as individuals pledge ourselves to purchase only union-picked lettuce. Motion was seconded and passed.

Election Results: Follows a list of the newly elected members of the Board of Directors of the Coalition: Art Campbell (Atlanta, Georgia), Gordon Cavanaugh (D.C.), Clay L. Cochran (D.C.), Norman Dewire (New York City), Cushing Dolbeare (Philadelphia), Pat Gish (Whitesburg, Kentucky), Jack Hernandez (Seattle, Washington), Robert Marshall (Visalia, California), Thomas G. Moore, Jr. (Burlingame, California), D. Richard Neill (Concord, New Hampshire), Ben Neufeld (Bethesda, Maryland), William Pursell (Durham, North Carolina), Gerald Robinson (D.C.), Ed Smith (Jamestown, North Dakota), Karen Tobin (Sodus, New York), Eleanor Whalen (Hughesville, Maryland), Mary Moss Young (Albany, Georgia), John Zippert (Epes, Alabama).

After the election results were read, the Chairman announced an open meeting of the Board of Directors immediately following the membership meeting.

The Annual Membership Meeting was adjourned at 3:30 p.m.

National Rural Housing Coalition

Board of Directors Meeting 30 November, 1972, 3:45 p.m.

Present at the Board Meeting were Clay L. Cochran, Jon Linfield, John Frisk, Ben Neufeld, Bob Johnson, David Raphael, Karen Tobin, Jack Hernandez, Don Hadwiger, Pat Gish, Bob Marshall, Dan Bedell, Bill Pursell, and approximately 25 guests and Coalition members.

First in the order of business was the election of Board officers. Robert E. Johnson's name was placed in nomination for the office of Chairman. Nominations were closed. Johnson's nomination was seconded and he was elected. At this point, Bob Johnson assumed the chair.

For the office of Vice-Chairman, the following names were placed in nomination: Clay Cochran, Pat Gish, and Bill Pursell. Cochran and Gish declined. Pursell's nomination was withdrawn. Cochran then nominated Art Campbell. Nominations were closed and Campbell was elected to the office.

For the office of Secretary-Treasurer the nominees were: Gordon Cavanaugh, Mary Nenno, and Steve Bossi. Mr. Bossi was elected to the office by a ballot vote.

Following the election of the Board officers was the election of the remainder of the Executive Committee. To this date, the Executive Committee consisted of three (3) officers and seven (7) other members of the Board. Motion was made and seconded to increase the total number on the Executive Committee to twelve (12), retaining a quorum of five (5). The motion was passed. Nominees for the Executive Committee were: Clay L. Cochran, Dan Bedell, Eleanor Whalen, Karen Tobin, Bill Pursell, Jack Hernandez, Gordon Cavanaugh, Pat Gish, Anthony Henry, and Henry Santiestevan. Nominations were closed. Because the nominations totalled 10, Karen Tobin moved to increase the Executive Committee to 13. The motion was seconded and passed. All 10 nominees were elected to the Executive Committee.

Ben Neufeld moved to create a Council of National Organizations whose representatives are on the Board of Directors of the Coalition. This would be a National Organization caucus and would have its own chairman. Discussion followed and the motion was withdrawn.

Karen Tobin moved to establish various specific committees within the Coalition organization. Cochran moved that the Chairman select a committee - an ad hoc "Structure Committee" - to organize the formation of the individual committees. A tentative date was set for the Structure Committee meeting - Thursday, 7 December, 1972, 12 p.m. The Structure Committee will consist of the following: Karen Tobin, Clay Cochran, Henry Santiestevan, Tony Henry, Steve Bossi, and Bob Johnson. The Committee will report on its actions by 1 February, 1973. Committees to be considered at that meeting will be: Goals and Objectives; Regional/State Organizations; Finance; Membership; Legislative; Farm Labor Housing; Publications.

Ben Neufeld moved to authorize Bossi to co-sign checks with Linfield. Seconded, passed.

Neufeld moved to thank former officers for their services. Carried by acclamation.

The meeting was adjourned at 4:45 p.m.

National Rural Housing Coalition

STRUCTURE COMMITTEE MEETING

Thursday, 7 December, 1972

Pursuant to a resolution passed by the members, the Chairman convened a meeting of the ad hoc Structure Committee at 12 noon, 7 December, 1972, in the Coalition offices in Washington. Present were: Robert E. Johnson (Chairman), Gordon Cavanaugh, Clay Cochran, Steve Bossi, Karen Tobin, Bill Powers, and Jon Linfield.

There was a general discussion of Coalition objectives, organizationally and legislatively, both long- and short-term. It was moved by Cochran, seconded and passed, that the following committees be established:

1. Regional/State Organizations
2. Finance and Membership
3. Legislative
4. Farm Labor Housing
5. Education and Publications

It was moved by Cochran, seconded and passed, that the Chairman appoint committee chairmen and members (subject to their approval) from among those suggested at the meeting. Mr. Johnson subsequently named the following people to the committees:

1. Regional/State Organizations: William Powers (Chairman), Jeff Monroe, Jim Stein, Jack Hernandez, Paul Chernick.

2. Finance and Membership: Dan Bedell (Chairman), Steve Bossi, Art Tennies, Gideon Anders, Lenin Juarez.

3. Legislation: Clay Cochran (Chairman), Gordon Cavanaugh, Mary Nenno, Anthony Henry.

4. Farm Labor Housing: Karen Tobin (Chairman), Art Collings, Lee Reno, Jim Upchurch, Eleanor Eaton, John Wilson, Boren Chertkov, Noe Lara.

5. Education and Publications: Norman Dewire (Chairman), Robert Johnson, D. Richard Neill, Phil Brown, Lucy Norman.

Chairmen of all committees are ex officio members of the Executive Committee and are urged to attend Executive Committee meetings, to be held in Washington the second Tuesday of each month at 12:20 p.m. in the Coalition offices.

There was a suggestion that a Congressional Rural Housing Coalition might be formed with a whip structure for critical votes. To be effective it would need the housing figures by Congressional District. Executive Secretary was asked to enquire into the possibility of obtaining those figures from the Legislative Reference Service. George Rucker should supply the proper questions.

The Executive Secretary was instructed to draw up a tentative outline of responsibilities of each committee, subject to revision by the committees themselves.

The meeting was adjourned at 2:30 p.m.

NATIONAL RURAL HOUSING COALITION

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December 1972

NATIONAL RURAL HOUSING COALITION

By-Laws

Article I Name and Purpose

Section 1 - The name of this organization is the National Rural Housing Coalition.

Section 2 - The purpose of this organization is to carry on a program of education and organization designed to provide a decent home and environment for every family or person in rural America.

Article II Organization

Section 1 - This organization shall be governed by a Board of Directors elected by the membership. The initial Board of Directors shall be elected by those present at the meeting October 31, 1969, and thereafter by the membership at the Annual Meeting.

Section 2 - The Board is authorized to select a Committee of Sponsors.

Section 3 - Membership on the Committee of Sponsors is honorary, and its function is to demonstrate support for the program of the organization. Sponsors are selected for one-year terms with no limit on their reselection.

Section 4 - The Board of Directors shall be elected for three-year terms; only one third of the Board members will be elected annually. The Board may fill any vacancy, including those created by death, resignation, or inability to function, as determined by the Board.

Section 5 - The Board of Directors shall be composed of not more than 50 members, all of whom shall be members in good standing of the National Rural Housing Coalition.

Section 6 - Any member of the Board of Directors with two unexcused, consecutive absences shall be automatically eliminated from the Board of Directors. The Board will pass upon reasons for absences at each meeting. When a member of the Board of Directors is a member of the Executive Committee, the same rule applies.

Section 7 - The Board shall meet at times mutually agreed upon by a majority of its members provided that it shall meet each year in conjunction with the Membership Meeting.

Section 8 - A quorum of the membership shall be 25.

Section 9 - A quorum of the Board of Directors shall consist of not less than five members.

Section 10 - The administration of the organization's affairs, financial or other, shall be carried out by the Board of Directors under the policies established by these by-laws and such other policies as may be established by the membership.

Section 11 - There shall be an Executive Committee made up of the officers and not less than seven other members with a quorum of five. The Executive Committee shall be elected by the Board of Directors annually, and is authorized to carry out all functions of the Board when not in session.

Article III Officers and Functions

Section 1 - The Committee of Sponsors may have such honorary titles as the Board may establish.

Section 2 - The Board of Directors shall elect from its members a Chairman, Vice-Chairman, and Secretary-Treasurer for one-year terms. No officer may serve in the same position for more than two full terms.

Section 3 - The duties of such officials shall be those normal to such positions.

Article IV Staff

~~Section 1 -~~ The ~~Executive Secretary of the~~ Coalition shall be named by the Board and shall serve at its pleasure.

Section 2 - The Executive Secretary shall be the principal administrative officer of the organization and shall have usual administrative powers, including the disbursement and receipt of funds, employment of personnel, etc., under policies established by the membership and the Board of Directors.

Article V Functions of the Organization

Section 1 - The Coalition shall be operated in accordance with these by-laws and the statement of purpose.

Section 2 - No officer or staff member of this organization may engage in partisan political activity in the name of the organization, or use his official time or the organization's funds to further any partisan cause.

Article VI Dissolution and Amendment of the By-Laws

Section 1 - In case of dissolution, any assets of this organization shall be turned over to a nonprofit organization designated by the Board, and no part of the income or property of the association may be transferred to any person.

Section 2 - These by-laws may be amended by the Board of Directors, provided 30 days advance notice is given to the members and Directors in writing.

Article VII Membership

Section 1 - The National Rural Housing Coalition shall solicit the active membership of all persons and organizations concerned with achieving the purposes of this organization. There are three classes of membership, all of whose dues will run for 12 months from date of receipt.

(a) Consumer members shall be individuals who pay at least $1 a year in dues.

(b) Supporting members shall be individuals and organizations who pay not less than $10 a year in dues.

(c) Sustaining members shall be individuals and organizations who pay not less than $50 a year in dues.

Section 2 - All members shall have equal voting rights.

Adopted: October 31, 1969
Amended: March 23, 1971
Amended: November 30, 1972

NATIONAL RURAL HOUSING COALITION

REPORT ON TERMS OF OFFICE OF THE PRESENT BOARD OF DIRECTORS

Following is a list of the members of the Board and the year in which the term of each expires:

Term Expires 1973 (17)

Paul Anthony
Steve Bossi*
David Cohen
Thomas Firor
Don Hadwiger
John Hulett
Steve Kaplan
Rev. R. Baldwin Lloyd
Jim Molina
William R. Morris
Kermit Overby
David Raphael
Wallace Rustad
Sam Simon
Carl Stuple
Harold Warstler
Frank A. Wright

Term Expires 1974 (15)

Dan Bedell*
Jim Clyburn
Vine Deloria
John D. Frisk
Anthony Henry*
Rev. Robert E. Johnson*
David E. Knox
Richard J. Margolis
Jeff Monroe
Mary Nenno
Andy Popoli
Henry Santiestevan*
Fred Simonton
Rev. Arthur Tennies
Floyd Westerman

Term Expires 1975 (18)

Art Campbell*
Gordon Cavanaugh*
Clay L. Cochran*
Norman Dewire
Cushing Dolbeare
Pat Gish*
Jack Hernandez*
Robert Marshall
Mary Moss (Young)
Thomas G. Moore, Jr.
P. Richard Neill
Ben Neufeld
William Pursell*
Gerald Robinson
Ed Smith
Karen Tobin*
Eleanor Whalen*
John Zippert

* Member of the Executive Committee (13)

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(* designates Executive Committee member - committee of 13)

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